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S. 2720

DIGEST OF PUBLIC LAW 89-701

FISH PROTEIN CONCENTRATE. Authorizes the Department of the Interior to develop, through the use of experiment and demonstration plants, practicable and economic means for the production by the commercial fishing industry of fish protein concentrate.

89TH CONGRESS
1ST SESSION

S. 2720

IN THE SENATE OF THE UNITED STATES

OCTOBER 22, 1965

Mr. BARTLETT (for himself and Mr. MAGNUSON) introduced the following bill;
which was read twice and referred to the Committee on Commerce

A BILL

To authorize the Secretary of the Interior to develop, through the use of experiment and demonstration plants, practicable and economic means for the production by the commercial fishing industry of fish protein concentrate.

1 *Be it enacted by the Senate and House of Representa-*
2 *tives of the United States of America in Congress assembled,*
3 That the Secretary of the Interior is authorized to conduct,
4 using his existing authorities, and to encourage and to pro-
5 mote research, studies, and experiments by public and
6 private agencies and organizations to develop the best and
7 most economical processes and methods to reduce fish which
8 are in abundant supply and which are not now widely

1 sought after for human food, to a highly nutritious and stable
2 fish protein concentrate.

3 SEC. 2. (a) The Secretary is also authorized to provide
4 for the construction, operation, and maintenance of not to
5 exceed five experiment and demonstration plants for the pro-
6 duction of a fish protein concentrate. Such plants shall be
7 designed to demonstrate the reliability and practicability and
8 the economic, engineering, and operating potentials of the
9 processes and methods to reduce fish to fish protein concen-
10 trate. Such plants shall be located in such geographical
11 areas as the Secretary determines will demonstrate optimum
12 feasibility from the standpoint of operation, maintenance,
13 and economic potential.

14 (b) The Secretary may enter into a contract or con-
15 tracts for the construction of the plants authorized by sub-
16 section (a) of this section, and he may, to the extent he
17 deems desirable, enter into a separate contract or contracts
18 for the operation and maintenance of such plants. Each
19 operation and maintenance contract shall provide, in addition
20 to such terms and conditions as the Secretary deems desir-
21 able, for the compilation by the contractor of complete records
22 with respect to the operation, maintenance, and engineering
23 of the plant or plants. The records so compiled shall be
24 made available to the public and to the Congress by the
25 Secretary at periodic and reasonable intervals. Access by

1 the public to the plants shall be assured during all phases
2 of their operation subject to such reasonable restrictions as
3 to time and place as the Secretary may require or approve.

4 (c) Each constructed plant and its equipment upon the
5 expiration of a period deemed adequate by the Secretary for
6 experiment and demonstration purposes, but not to exceed
7 ten years from the date of this Act, shall, as promptly as
8 practicable, be disposed of in accordance with the applicable
9 provisions of the Federal Property and Administrative Serv-
10 ices Act, as amended.

11 (d) The Secretary may acquire lands or interests
12 therein, patents, licenses, technical data, inventions, secret
13 processes, supplies, and equipment by purchase, license,
14 lease, or donation to carry out the provisions of this section.

15 (e) With the approval of the Secretary of the Interior,
16 any fish protein concentrate produced in plants constructed
17 or operated under the provisions of this Act may be sold
18 under title I or IV of Public Law 480, Eighty-third Con-
19 gress.

20 SEC. 3. There are authorized to be appropriated not to
21 exceed \$5,000,000 for the construction of the plants author-
22 ized by this Act, together with such additional sums as may
23 be necessary for the operation and maintenance of such
24 plants, and for conducting the program authorized by this
25 Act.

A BILL

To authorize the Secretary of the Interior to develop, through the use of experiment and demonstration plants, practicable and economic means for the production by the commercial fishing industry of fish protein concentrate.

By Mr. BARTLETT and Mr. MAGNUSON

OCTOBER 22, 1965

Read twice and referred to the Committee on
Commerce

1 SEC. 4. The Secretary shall cooperate with public and
2 private agencies, organizations, institutions, and individuals
3 in carrying out the program authorized by this Act.

MINERAL SELECTION RIGHTS FOR ALASKA

Mr. BARTLETT. Mr. President, I introduce, for appropriate reference, a bill to amend the Alaska Statehood Act (72 Stat. 339).

The Statehood Act allows Alaska to select 103,350,000 acres of public lands over the first 25 years of statehood. This selection is now underway. My bill would authorize as part of this program the selection of mineral rights to public land even though the surface rights to it had been withdrawn or reserved by the United States.

As the law now stands, Alaska may choose public lands so long as they are unappropriated and unreserved. In cases where the United States has disposed of land by patent to a homesteader and retained to itself the mineral rights to this land, the State is allowed to choose these mineral rights as part of its land selection program. This is authorized in the proviso at the end of section 6(a) of the Statehood Act which defines the term "public land" for the purposes of the section as including "the retained or reserved interests of the United States in lands which have been disposed of with a reservation to the United States of all minerals or any specific mineral or minerals." My bill amends this section to include the reversionary interests in mineral estates disposed of by the United States.

This would permit the State of Alaska to select the mineral rights of land upon which the Federal Government has placed a surface reservation. The Federal Government by leasing these lands for mineral development has already made clear that such development will do no harm to the purposes of the surface reservation.

The argument is a simple one: If the United States sees fit to lease the mineral rights in withdrawn areas subject to surface restrictions, then Alaska should be able to select these same mineral interests to administer them subject to the same surface restrictions.

Mr. President, I ask unanimous consent that the complete text of the bill which I now introduce may be made a part of the RECORD at this point:

There being no objection, the bill was ordered to be printed in the RECORD, as follows:

S. 2717

A bill to amend the Act admitting the State of Alaska into the Union with respect to the lands which may be selected from the public lands by such State

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That subsection (a) of section 6 of the Act entitled "An Act to provide for the admission of the State of Alaska into the Union", approved July 7, 1958 (72 Stat. 339), as amended, is amended by striking out in the last proviso beginning with "or reserved" to the period at the end thereof and inserting in lieu thereof a comma and "reserved or reversionary interests in all lands or mineral estates disposed of by the United States".

The ACTING PRESIDENT pro tempore. The bill will be received and appropriately referred.

The bill (S. 2717) to amend the act admitting the State of Alaska into the Union with respect to the lands which may be selected from the public lands by such State, introduced by Mr. BARTLETT, was received, read twice by its title, and referred to the Committee on Interior and Insular Affairs.

JURISDICTION OF U.S. DISTRICT COURT FOR THE DISTRICT OF ALASKA WITH RESPECT TO CLAIMS OF OWNERSHIP OF CERTAIN LANDS

Mr. BARTLETT. Mr. President, the city of Fairbanks, Alaska, has requested that I introduce legislation to confer jurisdiction upon the U.S. district court for the district of Alaska for the purpose of resolving the conflicting claims of the United States, the city of Fairbanks, Alaska and others with respect to ownership of certain lands in the city of Fairbanks.

Several years ago the city of Fairbanks filed a civil action in the Superior Court for the State of Alaska, Fourth Judicial District to quiet title of the city of Fairbanks to a parcel of land known as Clay Street and the land between where Clay Street now runs and the Chena River, and other land accreted to the city of Fairbanks on First Avenue, including the municipal power and water plant, and also the land accreted to Griffith Park.

In a memorandum submitted to the Superior Court by the U.S. attorney in June of 1963, the United States took the position that title to the property involved is in the United States and that the United States was therefore a necessary party to the pending civil action. Since the United States cannot be sued without its consent, legislation such as that introduced by me today is necessary to confer jurisdiction on the Federal district court, according to the Fairbanks city attorney, Dallas L. Phillips.

Mr. President, I ask unanimous consent that the text of the bill I introduce be printed at this point in the RECORD.

There being no objection, the bill was ordered to be printed in the RECORD, as follows:

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That for the purpose of resolving the conflicting claims of the United States, the City of Fairbanks, Alaska, and others with respect to ownership of certain lands in the City of Fairbanks, jurisdiction is hereby conferred upon the United States District Court for the District of Alaska to hear, determine, and render judgment on the cause of action involved in the case of the City of Fairbanks, Alaska, against Daniel Agbaba, and others, in the Fourth Judicial District of the Superior Court for the State of Alaska, any judgment rendered therein to be subject to appeal in the same manner as now provided by law for actions within the jurisdiction of said District Court.

SEC. 2. Upon enactment of this Act, the Fourth Judicial District of the Superior Court for the State of Alaska is requested to certify or remand the legal proceeding referred to in the first section to the United States District Court for the District of Alaska for trial on the merits.

The ACTING PRESIDENT pro tempore. The bill will be received and appropriately referred.

The bill (S. 2718) to confer jurisdiction upon the U.S. District Court for the District of Alaska to hear, determine, and render judgment in the case of the city of Fairbanks, Alaska, against Daniel Agbaba, et al., introduced by Mr. BARTLETT (by request) was received, read twice by its title, and referred to the Committee on the Judiciary.

FISH PROTEIN CONCENTRATE, AND THE WAR ON HUNGER

Mr. BARTLETT. Mr. President, for myself and the senior Senator from Washington [Mr. MAGNUSON], I introduce, for appropriate reference, a bill to authorize the Secretary of the Interior to develop, through the use of experiment and demonstration plants, practicable and economic means for the production of fish protein concentrate by the commercial fishing industry.

The legislation would authorize the Secretary to contract with private firms for the construction and operation of large-scale experimental plants capable of producing fish protein concentrate on a commercial basis. Congress appropriated during the past 2 years several million dollars for the development of a sample fish protein concentrate product in a small-scale model plant capable of producing 100 pounds daily. The basic experimental work has been carried out by the Bureau of Commercial Fisheries with the close cooperation of the National Academy of Sciences. One year ago, Dr. Floyd S. Daft, of the National Academy of Sciences, and representatives of the Bureau of Commercial Fisheries testified in hearings held by the Senate Commerce Committee on the progress being made. At that time, Dr. Daft estimated that an acceptable product would be available in 1 year. Recent reports indicate that progress is being made on schedule.

The next step is to move toward commercial scale production with several types of larger experimental plants in operation using various stocks of coastal fishery resources. It has been estimated that the construction and operation of five plants the size required will involve approximately \$5 million.

At a similar point in the saline water program, Congress authorized the Secretary of the Interior to contract with private industry for the construction and operation of several different types of plants to determine the economic feasibility of producing fresh water from sea water. This approach has been extremely successful and the United States today leads the world in developing economic means of producing fresh water from the ocean.

In the last 2 years, the United States has taken the lead in developing on a small scale an acceptable fish protein concentrate.

The next step is to prove its economic feasibility. This will depend in part on the process used and the type of fish used to supply the plant requirements. Several stocks of fish on the

east coast, the gulf coast, the Pacific coast, including Alaska, and the Great Lakes may prove practical for this purpose.

President Johnson has declared that the United States is engaged at home and abroad in a war on poverty, disease, and malnutrition. These are not separate wars; there is really only one war and the battlelines intersect. We have long known that malnutrition invites disease. More recently we have realized that economic aid attacking poverty cannot be successful when the execution of the economic development project is dependent on undernourished people, no matter how proud or independent they may be. And scientists have recently reported that malnutrition in infants and pre-school-age children means permanent retardation of mind and body. Hunger and malnutrition to a child means more than an aching and bloated stomach; they mean a permanently retarded mind and weak back.

The best statement of this situation I have read was in a speech recently made by Richard W. Reuter, Special Assistant to the President and Director for the food for peace program, in which he said:

It is hard for us to realize that up to 50 percent of children in much of the world die before they reach school age. This is an incredibly frightening fact of life * * *. These figures have been known for a number of years now. But what was not known until very recently was the relationship of malnutrition to these mortality statistics * * *. The kind of malnutrition we're speaking of is not the hunger that we have often thought of in the past—the hunger brought about by not having sufficient food to satisfy the hunger pangs of the stomach. No, we're now speaking of problems of protein malnutrition, of vitamin deficiencies, of mineral deficiencies * * *. We have known about physical retardation and its relationship to malnutrition. What has been recognized more recently, however, is that malnutrition in the early years also probably causes irreversible mental damage * * *. The first (requirement), of course, is to obtain higher-protein foods.

Fish protein concentrate has an 80 percent protein content compared with eggs—11 percent, chicken—15 percent, beef—12 percent, and nonfat dry milk—35 percent. From estimates made it appears that fish protein concentrate could be produced at a cost that would be half the cost of its nearest competitor and twice as rich in protein. The product has the distinct advantage of being in powder form, tasteless and odorless. This form of product can be conveniently purchased and stored for use as a supplement with any indigenous food such as soup, rice or breads.

Recognizing the relief that could be brought by developing an economical means of producing a rich protein supplement, we must initiate an accelerated

program. It is my conviction that the time is near when every nation, including every developed nation, will have along its coast numerous plants extracting salt from sea water to produce fresh water and adjoining plants extracting protein from the sea. It is known that today the oceans contain a sufficient supply of animal protein to meet the daily requirements of every living human. It is also known that the ocean's resources are adequate to meet the animal protein needs on a sustained basis of a world population of 30 billion people, 10 times our present population.

The world is watching to see if the United States can successfully apply science and technology to this ancient human problem. My guess is that more eyes of the world will be brightened by the success of this program than by any announcement by us or anyone else that a human has spent his first restful night on the moon.

The ACTING PRESIDENT pro tempore. The bill will be received and appropriately referred.

The bill (S. 2720) to authorize the Secretary of the Interior to develop, through the use of experiment and demonstration plants, practicable and economic means for the production by the commercial fishing industry of fish protein concentrate, introduced by Mr. BARTLETT (for himself and Mr. MAGNUSON), was received, read twice by its title, and referred to the Committee on Commerce.

AUTHORITY TO FILE AND PRINTING OF REPORT BY SENATE COMMITTEE ON GOVERNMENT OPERATIONS

Mr. RIBICOFF. Mr. President, I ask unanimous consent that the Committee on Government Operations be authorized to file a report on interagency drug coordination during the adjournment of the Congress, and that it be printed.

The ACTING PRESIDENT pro tempore. Without objection, it is so ordered.

ADDITIONAL COSPONSORS OF BILL

Mr. MONTROYA. Mr. President, I ask unanimous consent that, at its next printing, the names of the Senator from Idaho [Mr. CHURCH], the Senator from Nevada [Mr. CANNON], the Senator from Texas [Mr. YARBOROUGH], and the Senator from West Virginia [Mr. RANDOLPH] be added as additional cosponsors of the bill (S. 2658) to provide for the establishment of a commission to study and investigate problems relating to the export of beef from the United States and to consider ways and means of increasing the export of beef from the United States.

The ACTING PRESIDENT pro tempore. Without objection, it is so ordered.

ENROLLED BILL PRESENTED

The Secretary of the Senate reported that on today, October 22, 1965, he presented to the President of the United States the enrolled bill (S. 2084) to provide for scenic development and road beautification of the Federal-aid highway systems.

ADDRESSES, EDITORIALS, ARTICLES, ETC., PRINTED IN THE APPENDIX

On request, and by unanimous consent, addresses, editorials, articles, etc., were ordered to be printed in the Appendix, as follows:

By Mr. McCARTHY:

Statement by Dr. A. A. Adams, president of the American Chiropractic Association on the subject of medical care for the aged.

Speeches delivered at the annual convention of the International War Veterans' Alliance held at Bemidji, Minn.

By Mr. SIMPSON:

Article entitled "Teton County Has Colorful Past," printed in a recent issue of the Jackson Hole Guide.

By Mr. MUNDT:

Editorial entitled "Freedom Academy" published in the San Francisco News Call Bulletin.

By Mr. COTTON:

Letter received by him from Mr. and Mrs. G. Ernest Mills, Jr., containing observations on the softness and weakness which seem to pervade our whole society.

ACHIEVEMENTS OF THE 89TH CONGRESS

Mr. MANSFIELD. Mr. President, it is said that political party platforms are frequently more honored in the breach than the observance. This contention is applied to both parties. And it is true that platforms are only too frequently put away in the file-and-forget department once an election is over.

I am happy to say that the story is different this time. Insofar as the 89th Congress is concerned, it has measured up to its responsibilities. As a result by the end of this first session we will have implemented approximately 85 percent of the specific legislative goals in the Democratic platform adopted in Atlantic City in August of 1964, with action in progress on all but three of the balance. Many similar goals, may I say, were also included in the Republican Party platform so that a salute to our colleagues on the other side of the aisle is also in order.

I have had prepared a 2-column table setting forth the specific pledge of the Democratic Party platform and the performance of this 1st session of the 89th Congress—the first session action on a 4-year platform.

I ask unanimous consent that the table be printed in the Record at this point.

There being no objection, the table was ordered to be printed in the Record, as follows:

89TH CONGRESS
2D SESSION

H. R. 14699

IN THE HOUSE OF REPRESENTATIVES

APRIL 27, 1966

Mr. KEITH introduced the following bill; which was referred to the Committee on Merchant Marine and Fisheries

A BILL

To authorize the Secretary of the Interior to develop, through the use of experiment and demonstration plants, practicable and economic means for the production by the commercial fishing industry of fish protein concentrate.

1 *Be it enacted by the Senate and House of Representa-*
2 *tives of the United States of America in Congress assembled,*
3 That the Secretary of the Interior shall conduct, using his
4 existing authorities, and encourage and promote research,
5 studies, and experiments by public and private agencies and
6 organizations to develop the best and most economical proc-
7 esses and methods to reduce fish which are in abundant sup-
8 ply and which are not now widely sought after for human

1 food, to a highly nutritious and stable fish protein concen-
2 trate.

3 SEC. 2. (a) The Secretary is also authorized to provide
4 for the construction, operation, and maintenance of a suffi-
5 cient number of experiment and demonstration plants to
6 evaluate methods of producing fish protein concentrate.
7 Such plants shall be designed to demonstrate the reliability
8 and practicability and the economic, engineering, and oper-
9 ating potentials of the processes and methods to reduce fish
10 to fish protein concentrate. Such plants shall be located
11 in such geographical areas as the Secretary determines will
12 demonstrate optimum feasibility from the standpoint of op-
13 eration, maintenance, and economic potential.

14 (b) The Secretary may enter into a contract or con-
15 tracts for the construction of the plants authorized by sub-
16 section (a) of this section, and he may, to the extent he
17 deems desirable, enter into a separate contract or contracts
18 for the operation and maintenance of such plants. Each
19 contract for construction or operation and maintenance shall
20 provide, in addition to such terms and conditions as the
21 Secretary deems desirable, for the compilation by the con-
22 tractor of complete records with respect to the operation,
23 maintenance, and engineering of the plant or plants. The
24 records so compiled shall be made available to the public
25 and to the Congress by the Secretary at periodic and rea-

1 sonable intervals. Access by the public to the plants shall
2 be assured during all phases of their operation subject to
3 such reasonable restrictions as to time and place as the
4 Secretary may require or approve.

5 (c) Each constructed plant and its equipment upon the
6 expiration of a period deemed adequate by the Secretary
7 for experiment and demonstration purposes, but not to
8 exceed ten years from the date of this Act, shall, as promptly
9 as practicable, be disposed of in accordance with the ap-
10 plicable provisions of the Federal Property and Adminis-
11 trative Services Act, as amended.

12 (d) The Secretary may acquire lands or interests
13 therein, patents, licenses, technical data, inventions, secret
14 processes, supplies, and equipment by purchase, license,
15 lease, or donation to carry out the provisions of this section.

16 (e) Any fish protein concentrate produced in plants
17 constructed or operated under the provisions of this Act
18 may be sold in accordance with the provisions of the Food
19 for Freedom Act of 1966.

20 SEC. 3. There are authorized to be appropriated such
21 sums as may be necessary for the construction of the plants
22 authorized by this Act, together with such additional sums
23 as may be necessary for the operation and maintenance of
24 such plants, and for conducting the program authorized by
25 this Act.

- 1 SEC. 4. The Secretary shall cooperate with public and
2 private agencies, organizations, institutions, and individuals
3 in carrying out the program authorized by this Act.

89TH CONGRESS
2D SESSION

H. R. 14699

A BILL

To authorize the Secretary of the Interior to develop, through the use of experiment and demonstration plants, practicable and economic means for the production by the commercial fishing industry of fish protein concentrate.

By Mr. KELTH

APRIL 27, 1966

Referred to the Committee on Merchant Marine and
Fisheries

conscienceless dealers who steal and maltreat animals. The public voice on this subject is testimony of the fact that we as a nation are mindful of the rights not only of mankind but also of the defenseless and inarticulate creatures of the animal world.

OUR VIETNAM POLICY

(Mrs. GREEN of Oregon asked and was given permission to extend her remarks at this point in the RECORD and include an editorial.)

Mrs. GREEN of Oregon. Mr. Speaker, it has often been stated that one of the purposes of our Vietnam policy is to prove to Red China that aggression, exemplified by "wars of national liberation" will not work. The assumption of such a statement, of course, is that the Vietnamese Communists are the lackeys of the Chinese, without independent national goals of their own. This is an assumption open to serious question, especially in view of the North Vietnamese delegation's attendance at the 23d Congress of the Soviet Communist Party—an international Communist meeting which the Chinese themselves vituperatively spurned. However, if one accepts this assumption the next obvious question is whether our policy is proving what is claimed it proves. An article appearing in the March 28 Evening Star concludes that the very opposite is the case. Since it is most important that our actions at least be fitting to our stated aims, I would like to include the full text of the article as one deserving thoughtful study:

[From the Evening Star, Mar. 28, 1966]

DIVIDENDS FOR COMMUNIST CHINA

(By Clayton Fritchey)

If, as the administration insists, both North Vietnam and the Vietcong are under the thumb of Communist China, there is little or no prospect of a negotiated peace, for, as matters stand, China has everything to gain and little to lose.

The United States is supposedly "containing" China, but in reality China is rapidly expanding both its economic and nuclear power (which is all that matters with a modern power), while at the same time bleeding and depleting the United States at an ever increasing rate, and at no cost to itself.

It is one of the most unfavorable positions the United States has ever found itself in. The huge, expensive military effort in Vietnam is, in the final analysis, primarily aimed at China, but so far it has cost China nothing of consequence, and probably won't unless the conflict escalates into a world war.

This side of that eventuality, Peking can keep on draining the United States indefinitely at no sacrifice to itself. The war in Vietnam has been escalating for 5 years, but all the Chinese have contributed so far is mostly encouragement to Hanoi and the Vietcong. Up to now, the war has cost Peking no casualties, and little in the way of supplies except relatively insignificant quantities of small arms and ammunition. For years the Vietcong was largely equipped with captured or surrendered American arms.

So now while China sits watchfully, but safely, on the sidelines as the fighting mounts in Vietnam, how is the United States faring? The answer is that American casualties are steadily rising, and no doubt will increase as more U.S. troops are poured into the battlefield.

The Chinese know, of course, that the defense budget exceeds \$60 billion; they know we are alarmed over inflation, and are soon going to have to raise taxes on everybody. It is no secret that the war has bitterly divided the American people, and that its rising cost is beginning to injure the domestic economy.

Another dividend for the Chinese is the division between the United States and many of its allies and friends over the Vietnam policy, especially among such Asian powers as Pakistan, India, and Japan. Even more important to the Chinese is the way Vietnam has chilled the detente between Russia and the United States and prevented a united front against her.

Military observers here and abroad also are fearful that Vietnam is distorting our military posture around the world. "The Nation's armed services," newspaper correspondent, Hanson Baldwin reports, "have almost exhausted their trained and ready military units, with all available forces spread dangerously thin in Vietnam and elsewhere." Gen. James M. Gavin also feels the United States has become so "mesmerized" with Vietnam that it has permitted the commitment there to become "alarmingly out of balance." Defense Secretary McNamara, however, firmly denies this.

There is no doubt, though, that China is profiting from the foreign reaction to U.S. policy. General de Gaulle, who is determined to remove France's forces from NATO, charged that American involvement in local conflicts was a danger to Europe. Because of escalation, he said, Europe could find itself drawn automatically into such a conflict unless she managed to have a European strategy of her own as distinct from the strategy that the United States now imposes on her through NATO.

Another depressing factor is that the United States will have to go it alone on any new escalation, for most of our allies do not intend to share the cost either in money or men. In fact, instead of joining us in isolating China, they are now stepping up trade with her. Just recently, West Germany and a European consortium agreed to finance a new steel plant for Peiping.

In the face of all this, the President can only promise an increasingly painful war for the foreseeable future. Since this costs China nothing, why should it encourage Hanoi and the Vietcong to negotiate? After all, China has suffered setbacks everywhere else in the world during the last few years, so why should it try to bring to an end the only success it has going for it?

HOUSE SHOULD ACT ON ETHICS LEGISLATION

(Mr. BENNETT of Florida asked and was given permission to address the House for 1 minute and to revise and extend his remarks.)

Mr. BENNETT. Mr. Speaker, the Nation is again very puzzled and shocked about the recent disclosures concerning the personal and political finances of a member of Congress.

Right or wrong, whatever the facts develop, this situation is highly embarrassing to every member of the House and Senate, and I am sure the careful and unbiased deliberations by the Senate Committee on Standards and Conduct will result in a fair decision to the persons involved and the public interest.

Since I entered Congress in 1949 I have worked for a code of ethics for all Government employees which had the teeth of enforcement and a positive deterrent

to abuses. In 1958 a number of us were successful in enacting a code of ethics for Government service which includes all Government employees, including members of Congress and their staffs. But this code of ethics does not have sufficient teeth to back it up. It is a set of principles to live by in our work for the public interest. It was a difficult bill to pass, even without adequate teeth.

During the Senate Rules Committee hearings in 1964, considering the case of the former secretary to the Senate majority leader, I urged the committee to adopt legislation which I have pushed for many years in the House. I am proud to say that my idea to establish a policing body in the Congress was adopted at least in the Senate. Senator JOHN SHERMAN COOPER of Kentucky was successful in his efforts to set up a Senate Committee on Standards and Conduct, which I presented to the Senate Rules Committee.

Today, I am calling for speedy action on three legislative proposals in the field of ethics, which I have worked on over the last decade. I list them here and urge that the House give serious attention to the adoption of the proposals to prevent abuses of the Code of Ethics for Government Service:

First, House Joint Resolution 36, to establish a Commission on Ethics in the Federal Government. This Commission would have investigative powers and would advise senior officials in the executive, legislative, and judicial branches of breaches of ethics for appropriate disciplinary action.

Second, House Resolution 18, to establish a House Committee on Grievances. This committee in the House of Representatives would be authorized to require Members of the House to make a full and complete disclosure of his personal income and investments, and would have investigative powers leading to recommendations for censure, expulsion, impeachment, or prosecution in case of wrong doings. I have joined other Members of Congress in filing a statement of assets with the Clerk of the House.

Third, H. R. 9626, a bill to tighten the lobbying laws by turning over the administration of lobbying procedures and reporting to the Comptroller General of the United States, to enforce the lobbying law, which is not now being done.

FISH PROTEIN CONCENTRATE PLANTS

(Mr. KEITH (at the request of Mr. HUTCHINSON) was granted permission to extend his remarks at this point in the RECORD and to include extraneous matter.)

Mr. KEITH. Mr. Speaker, hundreds of millions of people all over the world are suffering from malnutrition—famine threatens in India and uncounted numbers go to bed hungry each night. Millions of children in underdeveloped areas suffer from a disease known as kwashiorkor, a severe form of protein deficiency. It is painful and debilitating and is a major cause of death. If these children could have adequate protein in

their diets, this dread disease would vanish.

We in this country are nearing a technological solution to a large portion of this problem in our development of fish protein concentrate. This powdered extract from fish is 80 percent protein, and it can be produced for about 13 cents a pound. The product does not spoil. It is odorless and tasteless and therefore can be combined with flour to make bread or added to soups or cereals. It can be made to taste like eggs, meat, or virtually any desired food. A mere million tons could fill the annual protein requirements of 100 million people.

Fish protein concentrate, or FPC as it is called, could well become a major part of the world's food supply. It can be made from the many species of fish that are now little used because they are too bony or otherwise inappropriate for human consumption. Moreover, the total world fishery resources are at present underutilized. For example our own coastal waters are yielding about 5 billion pounds of fish though they could sustain an annual yield of 28 billion pounds—a more than fivefold increase. If we can get fish protein concentrate into large scale production, we can not only perform an important service to the world, but we can also give a boost to our fishing industry. Moreover, we have a balance-of-payments deficit in fishery products at this time of \$500 million a year, and fish protein concentrate could help to right that situation.

This entire question is one which has long been of particular concern to me. In 1961 I visited Peru and Mexico to see some of the scientific work being done there with fish protein concentrate. I saw firsthand some of the remarkable results this protein rich food supplement can produce in starving children.

It has been nearly 5 years since my visit and I am still coming to Congress to ask that something be done. The program has been set back enormously by an absurd statement of the Food and Drug Administration in 1962 which termed fish protein concentrate unacceptable on esthetic grounds because it is made from whole fish. This statement has served to discourage much of the potential industrial growth in the production of fish protein concentrate as well as to make it virtually impossible to send it abroad to the hungry nations of the world. It is very poor public relations to give anyone food we will not eat ourselves.

Today the prevailing view is that this opinion of the FDA was irrational since we eat whole sardines and oysters without even processing or purifying them. The Bureau of Commercial Fisheries has been developing several processes and doing carefully controlled bacteriological and toxicological analyses simultaneously. The Bureau has submitted at least one of the methods to the FDA for approval, but we have yet to hear their decision. We are hopeful that at long last the response will be favorable. We cannot afford to wait much longer.

Before this country can really get into large-scale production of fish protein

concentrate, however, engineering and economic feasibility studies must be done. Therefore I am filing a bill today to provide for the construction and operation of sufficient number of pilot plants to test the different processes for production of fish protein concentrate and to take into account types of fish and their availability in different areas. My bill, unlike others that have been filed, does not set a limit on the number of plants because I wish to assure adequate authorization for enough plants to test all methods of producing fish protein concentrate. Probably about five plants would be required eventually, each costing about a million dollars.

Naturally each time a process is ready to be put into pilot plant production, the Secretary of the Interior would have to come to Congress for the appropriation. And the total funds for plant construction would not be requested all at once, but rather over a period of several years, as laboratory research is completed on the various processes.

A number of possible methods of fish protein concentrate production exist, which fall into the basic categories of biological, chemical, and physical. Moreover lean and fatty fish may well require radically different reduction methods. We will not be able to determine the most economical methods until the pilot plants have been in operation. Therefore, in the interest of economy we must give them all a chance.

It may be asked why the Government should invest in plants as opposed to private industry carrying the ball alone. I have given considerable thought to this problem because my inclination would be to keep the Government out of this potentially profitable enterprise for industry. However, we are not dealing here with a simple problem of a commercial enterprise. We are also dealing with a question of international politics. Recently I made a tour of Russian fishing and oceanographic facilities for the Merchant Marine and Fisheries Committee, and there is not any doubt in my mind that the Russians could easily preempt the fish protein concentrate field if they decided to do so. The state of their technology in fish protein concentrate is similar to ours. They produce large quantities of fish meal for fertilizer and animal feed. Moreover, their fishing industry is expanding rapidly—250 percent since 1953. They would probably have little trouble bringing in the necessary increased catch. If they did so we might lose a valuable tool in international politics. This then is another reason for urgency beyond the purely humane considerations we might have in supplying fish protein concentrate to protein-starved nations.

A pilot plant is not, by its very nature, an economical operation, and unfortunately, there is little indication that private industry is prepared at this time to undertake the major investment in large-scale research which would be required to determine which is the most economical method of producing fish protein concentrate. The bill I propose would limit Government participation to

a maximum of 10 years from the date of the act. By that time all plants would have to be phased out.

Rapid development of fish protein concentrate is demanded by the world situation. The unnecessary delay that we have had should give some urgency to this project. The bill, incidentally, would call for an appropriation over several years of only a few million dollars. This may well be compared with the three and a half billion dollars that have been requested for the coming year alone in agricultural subsidies for products that will be sent abroad.

My bill differs from other bills that have been filed here in that it provides that fish protein concentrate will be eligible for distribution under the provisions of the Food for Freedom Act. Other bills refer to Public Law 480 of the 83d Congress. This statute is due to expire soon and probably be replaced by the food for freedom program. Fish protein concentrate must be included in any food assistance program for it to have its maximum value.

I feel strongly that passage of this bill would produce a great deal of benefit per tax dollar expended, in terms of international good will, improving our balance of payments and boosting our fishing industry. These are all worthwhile investments which, I believe, will pay off in the long run.

EQUAL EMPLOYMENT OPPORTUNITY ACT OF 1965

(Mr. RHODES of Arizona (at the request of Mr. HUTCHINSON) was granted permission to extend his remarks at this point in the RECORD and to include extraneous matter.)

Mr. RHODES of Arizona. Mr. Speaker, at the April 26, 1966, meeting of the House Republican policy committee a policy statement regarding H.R. 10065, the Equal Employment Opportunity Act of 1965, was adopted. As chairman of the policy committee, I would like to include at this point in the RECORD the complete text of this statement.

REPUBLICAN POLICY COMMITTEE STATEMENT ON EQUAL EMPLOYMENT OPPORTUNITY ACT OF 1965, H.R. 10065

The Republican Party and the Republican Members of the House of Representatives stand second to none in their dedication to the cause of civil rights. Year after year, our actions with respect to strong and effective legislation have more than matched our words.

It may be that full and complete hearings would indicate that certain changes in title VII of the Civil Rights Act of 1964 should be made. However, we question the advisability of considering this particular bill at this time. Title VII of the Civil Rights Act did not go into effect until July 2, 1965. The only hearings on the broad and sweeping provisions of H.R. 10065 were held almost simultaneously in June and July of 1965. At that time the Equal Employment Opportunity Commission clearly did not have sufficient experience under the new act to testify with any real authority. And yet, to date, no additional hearings have been scheduled or held. Certainly, guesses and speculation are no substitute for experience and facts.

This bill would transform the Equal Employment Opportunity Commission into an

DIGEST of Congressional Proceedings

OF INTEREST TO THE DEPARTMENT OF AGRICULTURE

UNITED STATES DEPARTMENT OF AGRICULTURE
WASHINGTON, D. C. 20250
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OFFICE OF BUDGET AND FINANCE
(FOR INFORMATION ONLY;
NO TO BE QUOTED OR CITED)

Issued June 22, 1966
For actions of June 21, 1966
89th-2nd; No. 101

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HIGHLIGHTS: Sen. Proxmire spoke against proposed school milk program cutback.
Rep. Mathias commended and inserted Secretary Freeman's article on activities and aims of this Department.

SENATE

1. PERSONNEL. The Post Office and Civil Service Committee reported without amendment S. 2206, to extend certain benefits of the Annual and Sick Leave Act, the Veterans' Preference Act, and the Classification Act to employees of county committees established pursuant to the Soil Conservation and Domestic Allotment Act (S. Rept. 1293), and with amendments H. R. 1535, to amend the Classification Act of 1949 to authorize the establishment of hazardous duty pay in certain cases (S. Rept. 1294). p. 13102

Sen. Hartke urged consideration of the Federal pay bill before next week's scheduled recess. p. 13146

2. ADMINISTRATIVE LAW. Passed as reported S. 1336, to amend the Administrative Procedure Act so as to revise and update existing administrative procedures with new ones designed to increase the efficiency and fairness of the administrative process. pp. 13091-101
 3. LIBRARIES. The Labor and Public Welfare Committee reported with amendments H. R. 14050, to extend and amend the Library Services and Construction Act (S. Rept. 1291). p. 13102
 4. VEHICLES. The Commerce Committee voted to report (but did not actually report) with amendments S. 3005, to establish motor vehicle safety standards. p. D552
 5. FISH PROTEIN. The Commerce Committee voted to report (but did not actually report) S. 2720, authorizing programs to develop practicable means for the production of fish protein concentrate. p. D552
 6. APPROPRIATIONS. Received from this Department a report on the overbligation of allotments in the Federal Crop Insurance Corp. p. 13101
 7. POVERTY. Senators Javits and Kennedy, Mass., submitted amendments they intend to propose to S. 3164, to provide for continued progress in the Nation's war on poverty. pp. 13107-9
 8. MILK. Sen. Proxmire spoke against the proposed school milk program cutback pointing out the importance of milk for the health of children. p. 13140
 9. WEATHER. Sen. Carlson commended the Weather Bureau for early and accurate warnings of the Topeka, Kans., tornado and inserted articles on the subject. pp. 13118-9
- HOUSE
10. PERSONNEL. Concurred in Senate amendments to H. R. 10721, to amend the Federal Employees' Compensation Act to improve its benefits. This bill will now be sent to the President. pp. 13074-5
 11. BANKING. The Banking and Currency Committee reported without amendment S. 3368, to extend until June 30, 1968, the present authority of the Federal Reserve banks to purchase securities directly from the Treasury in amounts not to exceed \$5 billion outstanding at any one time (H. Rept. 1640). p. 13089
 12. FARM CREDIT. The Agriculture Committee voted to report (but did not actually report) S. 2822, to amend various provisions of the laws administered by the Farm Credit Administration to improve operations thereunder. p. D554
 13. PATENTS. Rep. Younger commended and inserted a speech, "A World Patent System." pp. 13081-3

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HIGHLIGHTS: Senate subcommittee approved screw-worm eradication bill. House committee reported foreign aid authorization bill. Rep. Dole criticized administration's alleged holding of watershed applications. House committee voted to report community development districts bill. Rep. Ullman introduced and discussed bill requiring USDA report on import and export of agricultural commodities. Sen. Holland introduced and discussed measure to remove certain agricultural products from consideration for tariff reductions.

SENATE

1. **DEFENSE PRODUCTION.** The Banking and Currency Committee reported without amendment H. R. 14025; to extend the Defense Production Act of 1950 (S. Rept. 1303). p. 13422
2. **FISH PROTEIN.** The Commerce Committee reported with amendments S. 2720, authorizing programs to develop practicable means for the production of fish protein concentrate (S. Rept. 1304). p. 13422

3. VEHICLES. The Commerce Committee reported with amendments S. 3005, to establish motor vehicle safety standards (S. Rept. 1301) (p. 13422), and the bill was made the pending business of the Senate (p. 13534).
4. SCREW-WORM. A subcommittee of the Agriculture and Forestry Committee approved for full committee consideration S. 3325, to authorize this Department to cooperate in screw-worm eradication in Mexico. p. D564
5. WATER AND AIR POLLUTION. The Public Works Committee voted to report (but did not actually report) with amendments S. 2947, to improve and make more effective certain programs under the Federal Water Pollution Control Act; and S. 3112, authorizing grants under the Clean Air Act for maintenance of air pollution control programs. p. D564
Several Senators were added as cosponsors to S. 3112, to amend the Clean Air Act. p. 13422
Sen. Bartlett expressed concern over "radioactive contamination and pollution" of air and water and inserted articles on the subject. pp. 13411-21
6. ROADS. Sen. Yarborough submitted and discussed an amendment to S. 3155, the road authorization bill, that maximum effort should be made in carrying out the provisions of the Federal-aid highway program to preserve parklands and historic sites. pp. 13430-1
7. TRANSPORTATION. Sen. Young, Ohio, spoke "strongly opposing recent attempts to increase tolls on the St. Lawrence Seaway," and inserted an editorial on the subject. p. 13433
8. BALANCE-OF-PAYMENTS. Sen. Dirksen commended and inserted several articles discussing a balance-of-payments report prepared by the International Economic Policy Association. pp. 13442-7
9. MILK. Sen. Proxmire urged early enactment of legislation extending the school milk program and expressed the hope that "the program gets \$115 million in this year's agriculture appropriations bill." p. 13447
Sen. Boggs inserted an article, "Washington Background: Federal Controls at a Snail's Pace," on the "problems caused by the Department of Agriculture's delay in reaching a decision involving possible changes in the Delaware Valley milk marketing order." pp. 13458-9
10. FOREIGN TRADE. Sen. Thurmond inserted a Reader's Digest article, "Should We Be Trading With the Reds?" pp. 13456-7
Sen. Burdick noted that "Canadian farmers will receive an estimated \$800 million for their wheat shipped to Russia over the next 3 years," criticized the U. S. wheat shipping restriction and inserted an article, "Against the U. S. Grain." p. 13467
11. FARM PROGRAM. Sen. Young, N. Dak., inserted two speeches by Sen. Allott on the "problems" of farmers and ranchers. pp. 13461-5
12. OMBUDSMAN. Sen. Long, Mo., inserted a report advocating the adoption by the U. S. of the "ombudsman idea," an administrative counsel of the Congress. pp. 13465-6

FISH PROTEIN CONCENTRATE

JUNE 23, 1966.—Ordered to be printed

Mr. BARTLETT, from the Committee on Commerce, submitted the following

REPORT

[To accompany S. 2720]

The Committee on Commerce, to which was referred the bill (S. 2720) to authorize the Secretary of the Interior to develop, through the use of experiment and demonstration plants, practicable and economic means for the production by the commercial fishing industry of fish protein concentrate, having considered the same, reports favorably thereon with amendments and recommends that the bill (as amended) do pass.

PURPOSE AND SUMMARY OF THE LEGISLATION

The purpose of the legislation is to inaugurate an accelerated program of fish protein concentrate research including authority to construct five demonstration plants.

The legislation authorizes the Secretary of Interior to promote research in the development of the most efficient processes to produce fish protein concentrate for human consumption and to study food technology problems related to the introduction of the product into any diet or culture. The Secretary may employ scientists within the Department to carry out the research or may by grant or contract encourage universities and private research agencies and companies to study new processes. The committee has estimated that a minimum of five demonstration plants may be needed over the next 5 years to test the economic and engineering feasibility of the processes developed. Information accumulated will be available to the public to encourage private initiative in the commercial application of the discoveries. Five million dollars is authorized for plant construction during the 5-year program.

BACKGROUND OF THE LEGISLATION

The bill was introduced on October 22, 1965, by Senators E. L. Bartlett and Warren G. Magnuson. The committee held hearings on the bill on April 25, 1966, in Aberdeen, Wash., and on May 16 and 17, 1966, in Washington, D.C.

Earlier hearings on the general subject of fish protein concentrate were held by the Subcommittee on Merchant Marine and Fisheries on August 14, 1964.

The Department of the Interior testified in support of the legislation. The Department recommended, however, that the authorization be limited to one plant at this time because the immediate construction of five plants would be premature. The Department agreed that additional plants may be needed in the future when studies presently underway have been completed.

The Director of the Office of Science and Technology in the Executive Office of the President informed the committee that he supports the objectives of the bill and agrees with its approach.

In testimony before the committee, Dr. Albert H. Moseman, Assistant Administrator for the Agency for International Development, stated that AID was strongly in favor of the proposal as a means of helping meet the growing world food problem, particularly in developing countries.

The Department of Agriculture favored the enactment of the bill with an amendment adopted by the committee deleting reference to selling fish protein concentrate under the food for freedom legislation.

The legislation was supported strongly by all fishery interests from the Atlantic, gulf, and Pacific coasts and from the Great Lakes region, and by representatives from numerous large food and research companies including General Foods Corp., Meals for Millions Foundation, Avco Corp., and Marine Colloids, Inc. The sole opposition came from the National Milk Producers Association.

The committee is of the opinion that there is a substantial domestic and international interest in the development of an inexpensive fish protein concentrate similar to that connected with the development of an inexpensive means of extracting salt from sea water. There is an acknowledged world shortage of fresh water and of a high-grade inexpensive protein to meet the expanding world food needs. Congress recognized the national and international need and implications of an accelerated saline water program in 1952 by the enactment of the Saline Water Act and in 1958 with the passage of Public Law 85-883 which authorized the Secretary of the Interior to construct five demonstration plants. Under the saline water program the Secretary is carrying out an energetic program under which research grants are awarded to universities, private research groups and companies, research contracts are entered into for the development of bench model and pilot plants, and finally demonstration plants are either built by the Government or private industry with private contract operation. The committee believes that this same type of development program should be employed in the search for inexpensive means to produce a fish protein concentrate.

NEED FOR LEGISLATION

It is reliably estimated that by 1980 the world population will increase from 3.4 billion to 4.6 billion and by the year 2030, the world population will reach 14 billion. The world is hungry today with two-thirds of the present population underfed; the world will be hungrier tomorrow unless some inexpensive source of protein can be found for human consumption.

In testimony before the committee, Dr. Albert H. Moseman, Assistant Administrator for the Agency for International Development, stated that the Agency is deeply concerned about the problem of protein malnutrition in many areas of the world. The witness testified that "it is our conviction that the world's protein deficit is of such a magnitude that all feasible approaches and resources necessary to achieve its solution must be perfected and mobilized." In commenting on the importance of fish protein concentrate, Dr. Moseman stated, "The blandness of the product, its apparent freedom from toxic factors, and its high protein biological value are most impressive. It is to be hoped that the projections of costs will prevail up to larger industrial levels of processing. We are hopeful that there may be favorable action by the Food and Drug Administration on this product which not only will permit use of a domestically processed product for food use at home and abroad but also will enable the Agency for International Development to consider more effective programs of technical guidance and related assistance to food-needy countries which have adequate fish resources for establishing local fish protein concentrate industries. * * * Mr. Chairman, the Agency for International Development is deeply interested in the further perfection and utilization of fish protein concentrate materials and we regard the expanded research and development activities that would be made possible under S. 2720 as of direct and positive benefit to our foreign aid efforts."

The purposes of the demonstration-pilot plants are to reduce private investment risk involving new products and engineering concepts, to stimulate the development of markets for fish protein concentrate, to provide adequate quantities of product for food technological research and human feeding studies to be conducted by private food industries and Government agencies.

There is no short cut that would eliminate the pilot plant stage in the development of a fully successful commercial fish protein concentrate.

The committee can see at this time the possible need for the design of a minimum of five totally different pilot plants. The first is a batch extraction plant utilizing isopropyl alcohol as devised by the Bureau of Commercial Fisheries scientists. The second plant might involve a continuous solvent extraction process possibly using some other solvent, geared principally to the preparation of fish protein concentrate from fatty fish and the collection of the valuable oil that would be obtained. A third approach conceptually new, would be what has been identified as a biological method of manufacturing fish protein concentrate. The biological approach utilizes enzymes to digest the fish into a liquid slurry. Fat and water are later removed by conventional means. Products thus prepared are water soluble and can, de-

pending on processing conditions selected, have varying and highly desirable flavor and odor characteristics. A fourth plant might be the installation of fish protein concentrate processing aboard a fishing vessel. This approach is particularly favorable insofar as economics are concerned. The last approach might employ novel physical methods to eliminate water and fat from fish by such means as the use of high electrical discharges through fish tissues. These physical methods appear to be highly favorable for combining with biological methods. However, the committee felt that the Secretary would not request funds for any demonstration plant until a process had been approved by the Food and Drug Administration.

The Department of the Interior testified that the Department would follow the President's patent policy statement of October 13, 1963, in considering any rights to any inventions made under the program and that the Government would therefore normally acquire the principal rights. The Committee was also concerned with this problem and expressed support for the Department's position that the public interest in the process or product developed from the plants be fully and adequately protected.

Primarily, fish protein concentrate may be regarded as a high-quality, low-cost animal protein supplement, suitable for incorporation into a variety of food forms. If, however, fish protein concentrate is to reach the people who need it in a form they want and can use and at a price they can afford, the committee believes feasibility studies must be conducted. The economics for any particular market area can only be defined by studying various aspects of food habits and customs, inherent nutritional problems and marketing and distribution capacities.

Fish protein concentrate can readily be incorporated into a number of existing food products or it may be used in the development of new food products. To attain consumer acceptance, however, techniques and formulations must be developed to determine the optimum levels of incorporation of fish protein concentrate in food products to realize the most economical compromise between nutritional values and acceptability. Fish protein concentrate added to foods must be studied from the viewpoint of effect on nutritive value, color, flavor, texture, and stability during storage.

AMENDMENTS

The three amendments, which the committee adopted, are as follows:

1. Amend section 1 to read:

That the Secretary of the Interior is authorized to conduct, and through grants to and contracts with public and private agencies to promote studies, research, and experiments designed to develop the best and most economical processes and methods to reduce fish which are in abundant supply and which are not now widely sought after for human food to a highly nutritious and stable fish protein concentrate, as well as food technology and feasibility studies with respect to such products.

2. At the end of the bill, add the following:

SEC. 5. The authority of the Secretary under this Act, except the authority to operate and maintain plants theretofor constructed, shall expire at the expiration of five years from the date of enactment of this Act.

3. Delete section 2(e).

The purpose of the first amendment was to restate and clarify the authority given to the Secretary of the Interior in section 1 of the bill to conduct within the Department or to promote by grant or contract through private industry or public agencies an accelerated program of research on fish protein concentrate. In addition, the amendment added a provision directing the Secretary to conduct and encourage research in the field of food technology and feasibility studies related to fish protein concentrate.

The second amendment provides that the program will expire after a period of 5 years. This will give Congress an opportunity to review the progress of the program at that time and change, expand or discontinue the program as required.

The third amendment deletes reference to selling fish protein concentrate under the food-for-freedom program. This amendment was recommended by the Departments of Agriculture and Interior on the basis that the authority should be a part of the food-for-freedom bill (H.R. 14929) and not this legislation. The committee agreed since the food-for-freedom bill as passed by the House of Representatives included a similar provision.

SIGNIFICANCE TO U.S. FISHERIES

The Bureau of Commercial Fisheries has recently completed the initial phase of a survey of the fishery resources in U.S. coastal waters. The preliminary survey indicates that U.S. fishery production could be increased substantially, perhaps even fivefold, from the present production of about 5 billion pounds. This substantial increase in production would be primarily from those stocks of fish not now being fully utilized such as herring, hake, saury, pollack, and anchovy. The reason that these stocks of fish have not been utilized and developed before is that there has been no market. The development of a fish protein concentrate utilizing these stocks of unutilized or underutilized fishery resources will provide the market so long needed for the development of the U.S. coastal fishery resources.

COST OF LEGISLATION

The legislation authorizes the expenditure of not more than \$5 million for the construction of five fish protein concentrate demonstration plants.

AGENCY REPORTS

The reports of the agencies and departments follow:

U.S. DEPARTMENT OF THE INTERIOR,
OFFICE OF THE SECRETARY,
Washington, D.C., April 22, 1966.

Hon. WARREN G. MAGNUSON,
*Chairman, Committee on Commerce,
U.S. Senate, Washington, D.C.*

DEAR SENATOR MAGNUSON: Your committee has requested this Department's comments on S. 2720, a bill "To authorize the Secretary

of the Interior to develop, through the use of experiment and demonstration plants, practicable and economic means for the production by the commercial fishing industry of fish protein concentrate."

We recommend the enactment of the bill with the amendments suggested herein.

S. 2720 authorizes the Secretary of the Interior to increase his present fish protein concentrate research and experimentation program and to build five experiment and demonstration plants to produce this concentrate. The bill authorizes a maximum appropriation of \$5 million to construct these plants and additional sums for operation and maintenance and the program itself.

Our amendments and comments thereon are as follows:

1. On page 2, lines 4 and 5, delete the words "not to exceed five experiment and demonstration plants" and insert "one experiment and demonstration plant."

2. Delete the last sentence in subsection 2(a) of the bill.

3. On page 2, lines 6, 15, 18, and on page 3, lines 1, 21, and 24, delete "plants" and insert "plant".

4. On page 2, line 23, delete "or plants".

5. On page 3, line 4, delete "Each constructed" and substitute "The".

These changes reduce the number of authorized plants from five to one. This plant would be an expanded version of the existing model-scale solvent system developed by the Bureau of Commercial Fisheries of this Department. Studies utilizing the currently available model unit have indicated that a highly nutritious fish protein concentrate (FPC) can be produced using solvent extraction procedures.

It is now necessary to determine whether a similar product can be manufactured on a commercial scale within the economic limits required. It is also necessary to produce larger quantities of FPC for testing purposes—to determine and demonstrate where and to what extent it can be used as a supplement with other foodstuffs.

These needs justify the construction and operation of one experiment and demonstration plant by the Federal Government at this time. The safety and wholesomeness of solvent-extracted FPC has, to date, been demonstrated only for hake belonging to the Merlucciidae and Gadidae families, including the silver hake, the white hake, the squirrel or red hake, and Pacific hake. Studies leading to the extension of the solvent process to other families of schooling fishes, notably the menhaden, are now underway, but completion of such studies cannot be anticipated in the very near future. In as much as fishes of the hake family enjoy only a relatively limited geographic distribution in the waters of our east and west coasts, construction, at this time, of five FPC demonstration plants would be premature.

It is possible, however, that when the studies on other families of fishes are completed, additional plants may be needed. At that time, the operation of the single plant proposed herein will permit us to design more efficient solvent-extraction plants, tailored to the specific characteristics of these other families of fishes. In addition, work is underway on two other basic processes for the production of FPC—namely, an enzymatic digestion process and a physical cell disruption process.

It is conceivable that development of either or both of these processes might cause the solvent-extraction process to be relatively uneconomical or even obsolete.

6. We recommend that subsection 2(e) be deleted. Congress is now considering general legislation on the subject of foreign sales and donations of food which would revise the existing Public Law 480 program. We strongly believe the use of fish protein concentrate in international programs should be considered in the context of the general legislation rather than this bill.

7. On page 3, line 21, change "\$5,000,000" to "\$1,000,000".

We believe that the cost of constructing this single plant will not exceed \$1 million. We estimate that about \$500,000 will be needed each year to operate and maintain the plant and to conduct onsite quality control and engineering experimentation work.

The President's patent policy statement of October 13, 1963, will govern the disposition of rights to any inventions made by an operating contractor under subsection 2(b) of the bill. That statement provides that since the experimental work will be in the fields affecting public health and welfare and directed to a process or product intended for public use, the Government would normally acquire the principal rights.

We believe enactment of the subject bill, in accordance with the suggested amendments, would provide for the perfection and demonstration of commercial scale processing techniques to produce an economical, highly nutritious, simply stored, and easily transported food substance. Additionally, it would encourage the development of markets for the products produced by these plants. There is widespread interest in the FPC program, as indicated by some 15 major domestic food manufacturers who indicate an interest in testing the feasibility of incorporating high quality fish protein concentrate into their products. These include baked goods, candy, cereals, nondairy baby foods, and dietary foods. In addition, interest in incorporating FPC in the diets of millions of protein-starved peoples in the developing countries throughout the world has been expressed by organizations such as the Agency for International Development, United Nations Children's Fund, World Health Organization, and the Food and Agriculture Organization of the United Nations.

We have considered alternative approaches to that taken in S. 2720, as amended herein. One possible approach is that of contracting with one or two representatives of the commercial fishing industry to carry out the objectives of this bill. We believe, however, that this approach has two major drawbacks, not apparent in the approach taken by this bill.

The first is the cost. We have estimated that the cost of the demonstration plant approach to produce 3,000 tons of fish protein concentrate for 1 year will be about \$1.5 million. We believe the contract approach will result in higher costs for the same amount of fish protein concentrate, especially if we require the contractor to perform in a manner that will carry out all the experiments we plan in the demonstration plant approach in developing a product and a process. It should be emphasized that we do not now have a marketable product. Nor do we know whether it can be manufactured on a commercial scale within reasonable economic limits. Furthermore, the contractor has no present-day market for it. The cost of de-

veloping all of these items will be substantial to the private investor who must make a return on his investment. The plant constructed by Government, on the other hand, will be operated in a flexible manner and no profit is required.

The second is the fact that we want to benefit the entire industry, not just that portion of industry which has the most money to risk. One must recognize that the commercial fishing industry is primarily composed of many small entrepreneurs. The contract approach would benefit only the largest entrepreneurs in the industry. We believe that such a result is not in the public interest. In addition, we believe it would take longer to follow the contract approach with uncertain results.

The Bureau of the Budget has advised that there is no objection to the presentation of this report from the standpoint of the administration's program.

Sincerely yours,

HARRY R. ANDERSON,
Assistant Secretary of the Interior.

EXECUTIVE OFFICE OF THE PRESIDENT,
OFFICE OF SCIENCE AND TECHNOLOGY,
Washington, D.C., May 13, 1966.

HON. WARREN G. MAGNUSON,
*Chairman, Committee on Commerce,
U.S. Senate, Washington, D.C.*

DEAR MR. CHAIRMAN: Because of the deep and continuing interest of this office in the development and production of wholesome fish protein concentrate, I am taking the liberty of submitting the following comments on S. 2720 which I understand is under consideration by the Committee on Commerce.

S. 2720 would authorize the Secretary of the Interior to promote research and experiment and to provide for the construction and operation of experimental and demonstration plants for the production of fish protein concentrate.

I am fully in support of the objectives of S. 2720 and agree with its approach. On the basis of the experience gained by the Bureau of Commercial Fisheries in developing a promising laboratory process, I believe that there is need for the construction of a single experimental and demonstration pilot plant which would pave the way for the subsequent construction of semicommercial and full-scale production plants.

We now have a fragmented, hand-operated laboratory process. A necessary next step is to construct a relatively small experimental, continuous process plant with maximum flexibility for the conduct of engineering research studies under a wide range of conditions. Although the plant might be contractor operated, the design and troubleshooting in the test plant should be carried out with the intimate involvement of those experienced in the laboratory process and having thorough understanding of the desired characteristics of the final products.

The need for an intermediate experimental plant of this character has been underscored by the Committee on Marine Protein Resource

Development of the National Academy of Sciences' Food and Nutrition Board in a resolution adopted October 14, 1965.

By providing reliable economic and engineering data and by demonstrating the wholesomeness and acceptability of the product though the production of small quantities of protein needed for nutritional tests and feasibility studies, a Government-financed program can, in my view, most expeditiously develop competitive commercial interest and investment to increase production, reduce costs, and stimulate markets for fish protein concentrate.

I am advised that the Bureau of the Budget has no objection to the presentation of this report from the standpoint of the administration's program, and that the Bureau concurs with the views contained herein.

Sincerely yours,

DONALD F. HORNIG, *Director.*

COMPTROLLER GENERAL OF THE UNITED STATES,
Washington, D.C. December 21, 1965;

B-157927

HON. WARREN G. MAGNUSON,
Chairman, Committee on Commerce.
U.S. Senate.

DEAR MR. CHAIRMAN: This is in reply to your letter of October 25, 1965, requesting our comments on S. 2720, 89th Congress, a bill to authorize the Secretary of the Interior to develop, through the use of experiment and demonstration plants, practicable and economic means for the production by the commercial fishing industry of fish protein concentrate.

Section 2(a) of the proposed legislation would authorize the Secretary of the Interior to provide for the construction, operation, and maintenance of not to exceed five experiment and demonstration plants for the production of a fish protein concentrate, which is intended for human consumption.

In producing fish protein concentrate for human consumption the use of whole fish is contemplated. However, it appears from the hearings on fish protein concentrate before the Subcommittee on Merchant Marine and Fisheries, Senate Committee on Commerce, 88th Congress, 2d session, page 18, that the Food and Drug Administration initially expressed an opinion that fish protein concentrate from whole fish would violate section 402(a)(3) of the Federal Food, Drug, and Cosmetic Act, and that on January 25, 1962, the FDA issued a modified definition and standard of identity for fish protein concentrate that did not permit the use of whole fish.

It is our understanding that as of October 31, 1965, the Food and Drug Administration has not approved whole fish protein concentrate for human consumption. Accordingly, you may wish to consider amending this section of the bill to provide for deferment of plant construction until such time as the Secretary of the Interior shall ascertain that the Food and Drug Administration will approve a whole fish protein concentrate for human consumption.

Section 2(b) authorizes the Secretary to enter into a contract or contracts for the construction of the plants and for the operation and

maintenance thereof. Each operation and maintenance contract is to provide for the compilation by the contractor of complete records with respect to the operation, maintenance, and engineering of each plant constructed. We understand the term "complete records," as used in the section, to include financial records relating to the cost of operation and maintenance; however, to remove any doubt in the matter, we suggest amendment of the section to specifically require the contractor to maintain appropriate cost records. We further suggest the section be amended to provide that the Comptroller General of the United States or his duly authorized representative shall have access to all pertinent records for the purpose of audit and examination.

Section 2(e) of the bill states that fish protein concentrate produced under this act may be sold under title I or IV of Public Law 480, 83d Congress, which provides for the sale of surplus agricultural commodities in foreign countries. In the absence of language in section 2(e) providing for the disposition of funds received from sales in foreign countries, the applicable provisions of Public Law 480 would appear to be controlling. Should your committee desire to otherwise provide for the disposition of the funds thus generated, specific provisions therefor should be included in section 2(e).

Sincerely yours,

FRANK H. WEITZEL,
Acting Comptroller General of the United States.

U.S. DEPARTMENT OF JUSTICE,
OFFICE OF THE DEPUTY ATTORNEY GENERAL,
Washington, D.C., November 12, 1965.

HON. WARREN G. MAGNUSON,
*Chairman, Committee on Commerce,
U.S. Senate, Washington, D.C.*

DEAR SENATOR: This is in response to your request for the views of the Department of Justice on S. 2720, a bill to authorize the Secretary of the Interior to develop, through the use of experiment and demonstration plants, practicable and economic means for the production by the commercial fishing industry of fish protein concentrate.

This bill has been examined, but since its subject matter does not directly affect the activities of the Department of Justice we would prefer not to offer any comment concerning it.

Sincerely,

RAMSEY CLARK,
Deputy Attorney General.

GENERAL SERVICES ADMINISTRATION,
Washington, D.C., May 18, 1966.

HON. WARREN G. MAGNUSON,
*Chairman, Committee on Commerce,
U.S. Senate, Washington, D.C.*

DEAR MR. CHAIRMAN: Your letter of October 25, 1965, invited any comments the General Services Administration may care to offer on S. 2720, 89th Congress, a bill to authorize the Secretary of the Interior to develop, through the use of experiment and demonstration plants,

practicable and economic means for the production by the commercial fishing industry of fish protein concentrate.

The purpose of the bill is stated in the title.

Section 2(c) of the bill would provide that each plant and its equipment constructed by the Secretary pursuant to the measure would, upon the expiration of a period deemed adequate by the Secretary for experiment and demonstration purposes, but not to exceed 10 years from the enactment of the bill, be disposed of in accordance with the applicable provisions of the Federal Property and Administrative Services Act of 1949, 63 Stat. 377, as amended.

GSA has no objection to the enactment of S. 2720.

The enactment of this measure would not affect the budgetary requirements of GSA.

The Bureau of the Budget has advised that, from the standpoint of the administration's program, there is no objection to the submission of this report to your committee.

Sincerely yours,

J. E. MOODY,
Acting Administrator.

DEPARTMENT OF AGRICULTURE,
Washington, D.C., May 13, 1966.

HON. WARREN G. MAGNUSON,
Chairman, Committee on Commerce,
U.S. Senate.

DEAR MR. CHAIRMAN: This is in reply to your request for a report on S. 2720, a bill to authorize the Secretary of the Interior to develop, through the use of experiment and demonstration plants, practicable and economic means for the production by the commercial fishing industry of fish protein concentrate.

This Department favors enactment of S. 2720 if section 2(e) is deleted. This section is not directly related to the objective of S. 2720. Moreover, H.R. 14929, a bill to promote international trade in agricultural commodities, to combat hunger and malnutrition, to further economic development, and for other purposes, deals with this subject.

The Bureau of the Budget advises that there is no objection to the presentation of this report from the standpoint of the administration's program.

Sincerely yours,

ORVILLE L. FREEMAN, *Secretary.*

CHANGES IN EXISTING LAW

There are no changes in the existing law.



Calendar No. 1273

89TH CONGRESS
2D SESSION

S. 2720

[Report No. 1304]

IN THE SENATE OF THE UNITED STATES

OCTOBER 22, 1965

Mr. BARTLETT (for himself and Mr. MAGNUSON) introduced the following bill;
which was read twice and referred to the Committee on Commerce

JUNE 23, 1966

Reported by Mr. BARTLETT, with amendments

[Omit the part struck through and insert the part printed in italic]

A BILL

To authorize the Secretary of the Interior to develop, through the use of experiment and demonstration plants, practicable and economic means for the production by the commercial fishing industry of fish protein concentrate.

1 *Be it enacted by the Senate and House of Representa-*
2 *tives of the United States of America in Congress assembled,*
3 That the Secretary of the Interior is authorized to conduct,
4 using his existing authorities, and to encourage and to pro-
5 mote research, studies, and experiments by public and
6 private agencies and organizations to develop the best and
7 most economical processes and methods to reduce fish which
8 are in abundant supply and which are not now widely

1 sought after for human food, to a highly nutritious and stable
2 fish protein concentrate.

3 *That the Secretary of the Interior is authorized to conduct,*
4 *and through grants to and contracts with public and private*
5 *agencies to promote studies, research, and experiments de-*
6 *signed to develop the best and most economical processes and*
7 *methods to reduce fish which are in abundant supply and*
8 *which are not now widely sought after for human food to*
9 *a highly nutritious and stable fish protein concentrate, as well*
10 *as to conduct food technology and feasibility studies with*
11 *respect to such products.*

12 SEC. 2. (a) The Secretary is also authorized to provide
13 for the construction, operation, and maintenance of not to
14 exceed five experiment and demonstration plants for the pro-
15 duction of a fish protein concentrate. Such plants shall be
16 designed to demonstrate the reliability and practicability and
17 the economic, engineering, and operating potentials of the
18 processes and methods to reduce fish to fish protein concen-
19 trate. Such plants shall be located in such geographical
20 areas as the Secretary determines will demonstrate optimum
21 feasibility from the standpoint of operation, maintenance,
22 and economic potential.

23 (b) The Secretary may enter into a contract or con-
24 tracts for the construction of the plants authorized by sub-
25 section (a) of this section, and he may, to the extent he

1 deems desirable, enter into a separate contract or contracts
2 for the operation and maintenance of such plants. Each
3 operation and maintenance contract shall provide, in addition
4 to such terms and conditions as the Secretary deems desir-
5 able, for the compilation by the contractor of complete rec-
6 ords with respect to the operation, maintenance, and engi-
7 neering of the plant or plants. The records so compiled shall
8 be made available to the public and to the Congress by the
9 Secretary at periodic and reasonable intervals. Access by
10 the public to the plants shall be assured during all phases
11 of their operation subject to such reasonable restrictions as
12 to time and place as the Secretary may require or approve.

13 (c) Each constructed plant and its equipment upon the
14 expiration of a period deemed adequate by the Secretary for
15 experiment and demonstration purposes, but not to exceed
16 ten years from the date of this Act, shall, as promptly as
17 practicable, be disposed of in accordance with the applicable
18 provisions of the Federal Property and Administrative Serv-
19 ices Act, as amended.

20 (d) The Secretary may acquire lands or interests
21 therein, patents, licenses, technical data, inventions, secret
22 processes, supplies, and equipment by purchase, license,
23 lease, or donation to carry out the provisions of this section.

24 ~~(e) With the approval of the Secretary of the Interior,~~
25 ~~any fish protein concentrate produced in plants constructed~~

1 or operated under the provisions of this Act may be sold
2 under title I or IV of Public Law 480, Eighty-third Con-
3 gress.

4 SEC. 3. There are authorized to be appropriated not to
5 exceed \$5,000,000 for the construction of the plants author-
6 ized by this Act, together with such additional sums as may
7 be necessary for the operation and maintenance of such
8 plants, and for conducting the program authorized by this
9 Act.

10 SEC. 4. The Secretary shall cooperate with public and
11 private agencies, organizations, institutions, and individuals
12 in carrying out the program authorized by this Act.

13 *SEC. 5. The authority of the Secretary under this Act,*
14 *except the authority to operate and maintain plants theretofore*
15 *constructed, shall expire at the expiration of five years from*
16 *the date of enactment of this Act.*

A BILL

To authorize the Secretary of the Interior to develop, through the use of experiment and demonstration plants, practicable and economic means for the production by the commercial fishing industry of fish protein concentrate.

By Mr. BARTLETT and Mr. MAGNUSON

OCTOBER 22, 1965

Read twice and referred to the Committee on
Commerce

JUNE 23, 1966

Reported with amendments

13. MANPOWER. The Labor and Public Welfare Committee reported with amendment S. 2974, to amend the Wagner-Peyser Act so as to provide for more effective development and utilization of the Nation's manpower resources by expanding, modernizing, and improving operations under such Act at both State and Federal levels (S. Rept. 1333). p. 13714
14. FISH PROTEIN. Passed as reported S. 2720, authorizing the Secretary of the Interior to engage in programs to develop practicable means for the production of fish protein concentrate. pp. 13749-52, 13754-57, 13763-67
15. DEFENSE PRODUCTION. Passed without amendment H. R. 14025, to extend the Defense Production Act of 1950. This bill will now be sent to the President. p. 13723
16. HIGHWAY BEAUTIFICATION. Sen. Yarborough urged the creation of a national policy in highway building that would ensure maximum effort in preserving the beauty and historic value of Federal, State, and local government parklands and inserted an article on the subject. p. 13742
17. EDUCATION. Sen. Hartke urged enactment of S. 3012, to provide grants to States for the strengthening of adult education programs, and inserted an article on the subject. pp. 13748-9
18. ECONOMICS. Sen. Proxmire inserted articles forecasting rates of economic development for the U. S. and discussing the advisability and possibility of a tax increase. pp. 13761-3

HOUSE - Continued

19. FOOD MARKETING. Received from the National Commission on Food Marketing a report on the structure and performance of the Nation's food marketing system. p. 13711

ITEMS IN APPENDIX

20. SCHOOL LUNCH. Extension of remarks of Rep. Arends criticizing the alleged "political maneuvering" regarding the school lunch program and inserting an article, "Secretary Freeman Urges Expanded School Lunch Program." p. A3410
21. WATERSHEDS. Extension of remarks of Rep. Ullman commending watershed projects in his district. p. A3413
22. ELECTRIFICATION. Extension of remarks of Rep. Callan objecting to "representatives of investor-owned utilities voiced testimony that painted cooperative power efforts as less than desirable." p. A3421
Extension of remarks of Rep. Tenzer inserting a statement in support of underground powerlines legislation. pp. A3437-8
23. HOLIDAYS. Extension of remarks of Rep. Celler requesting support for his bill to establish a Commission on National Observances and Holidays. pp. A3421-2
24. INFORMATION. Extension of remarks of Rep. Duncan favoring the freedom of information bill. pp. A3425-6

Speeches in the House by Reps. Hungate and Brown favoring this bill. pp. A3429, A3439

25. WHEAT. Extension of remarks of Rep. Dole inserting an article, "Now It's A Different 'Wheat Crisis' That Faces U. S.", and stating that it stresses "the need to insure that any additional wheat production can be marketed at fair prices to wheat farmers." pp. A3424-5

BILLS INTRODUCED

26. LABELING. H. R. 15949 by Rep. Helstoski and H. R. 15958 by Rep. Udall, to regulate interstate and foreign commerce by preventing the use of unfair or deceptive methods of packaging or labeling of certain consumer commodities distributed in such commerce; to Interstate and Foreign Commerce Committee.
27. LOANS. H. R. 15951 by Rep. Matsunaga, to amend the consolidated Farmers Home Administration Act of 1961 to authorize loans by the Secretary of Agriculture on leasehold interests on Hawaii; to Agriculture Committee. Remarks of author p. 13689
28. CHERRIES. H. R. 15959 by Rep. Vigorito, to amend the Agricultural Adjustment Act, as reenacted and amended by the Agricultural Marketing Agreement Act of 1937, as amended, so as to eliminate certain requirements with respect to effectuating marketing orders for cherries; to Agriculture Committee.
29. DAIRY. H. R. 15960 by Rep. Vigorito, to provide a temporary program for dairy farmers under which production adjustment payment shall be made to such farmers who voluntarily adjust their marketings of milk and butterfat; to Agriculture Committee.
30. WHEAT. H. R. 15971 by Rep. Redlin, to provide for the issuance by the Secretary of Agriculture of a 25-cent-per-bushel export marketing certificate on wheat for the 1967, 1968, and 1969 crops of wheat; to Agriculture Committee.
31. PERSONNEL. H. R. 15974 by Rep. Boland, to include all periods of military service as creditable service for severance pay purposes; to Post Office and Civil Service.

BILLS APPROVED BY THE PRESIDENT

32. PUBLIC LANDS. H. R. 5984, to restore as eligible for indemnity selection lands that were utilized for some other purpose before title could pass to a State and permit selections of unsurveyed lands to supply deficiencies in lands granted to a State. Approved June 24, 1966 (Public Law 89-470).
33. TOBACCO. H. R. 15124, to provide that any lease or transfer of a tobacco allotment shall be effective, notwithstanding failure to file a copy with the county committee prior to the closing date, if compliance was agreed to prior to the closing date and the terms of the lease are filed with the county office not later than July 31 of any year. Approved June 24, 1966 (Public Law 89-471).

sion. Illinois pays 48 per cent of the total cost of extension programs while Pennsylvania pays 33 per cent. But state legislatures, beset with the same rising educational costs that plague California, are beginning to follow the lead of the California Legislature. Wisconsin, which once paid approximately half the state-university extension budget, now pays 32 per cent.

This stress on the academic box office has forced extension officials, at least here in California, into some interesting course manipulations. Large lecture series featuring celebrity lecturers, for example, have become a means of lumping the modest liberal-arts audience into a paying proposition. Confides one extension official, "Lecture series may not be university education but they sure bring in the shekles."

Courses in what might be termed the leisure arts tend to thrive and are encouraged. A standard favorite is Wines and Wine Making, in which prospective "wine connoisseurs" taste 50 wines in four sessions and learn to detect the presence of undesirable odors. Traveler's French, according to the catalog, is "designed to give the essential vocabulary necessary for a traveler in France: Phrases useful in shopping, sight-seeing, and ordering meals." The sequential course system is a handy device, too, in helping to prolong enrollment favorites and bring in additional revenue. Thus, Skills in Social Dance ("basic motor movements related to fox trot, bop, shottische") is followed by Skills in Social Dance—Advanced (students develop individual styles).

USING THE HARD SELL

John Diekhoff, a former director of the Center for the Study of Liberal Education for Adults, observes that in some extension divisions, sequence courses are employed in the manner of a magazine serial story, "a device to keep the newsstand buyer coming back week after week, or semester after semester." Strident promotion—"Socrates learned to play the flute at 70"—can also be used to pump up enrollment. A course in adolescence may be billed as The Turbulent Teens to attract interest. At press conferences, mock degrees can be conferred upon persons who have survived untold years of extension classes. After the California extension indulged in this particular rite, one extension official, lecturing on the uses of leisure time, expressed concern over whether such student fidelity should be a cause for rejoicing, particularly if the goal of education is the self-cultivating man.

Contends Dr. A. A. Liveright, Mr. Diekhoff's successor at the center, "The pressure to make money, or to break even, unquestionably has a deleterious effect on adult education in general and on informal and liberal education programs in particular."

At California this pressure has forced extension officials to learn how to package and promote their educational wares with businesslike vigor. Recently Los Angeles residents received an extension brochure with a sketch of a pastor paddling a canoe on one side of a river and his companion, Uncle Sam, paddling on the other side. It advertised "New Dialogs in Religion," a course timed around recent court decisions in church-state relations. It was offered on a holiday week end at the extension's mountain-like retreat. "Combine intellectual adventure with periods of relaxation in beautiful surroundings," invited the brochure. The week-end course cost \$80 per couple.

When these student-pleasing courses return excess tuition income as that one did, the excess is used to tide over more scholastic but financially marginal course offerings. "Our Peter-pay-Paul operation," declares Phillip Frandson, assistant extension director. But these devices can only rescue a limited number of courses and they cannot provide the "seed money" that enabled ex-

tension, in the days of more bountiful state support, to finance academic experiments, like the extension theater group that makes possible a repertory theater not dependent on the whims of the box office.

Explains Mr. Frandson, "We have wanted to set up courses to develop community leadership in underprivileged areas like Watts, but we can't do this and expect to charge \$50 course fees. We are just pricing ourselves out of the market."

To help prevent the pressures of the enrollment economy from dominating goals of education, the California extension has tried to adopt a form of quality control. Courses must be approved by a regular University of California faculty member. After he approves it, however, a non-faculty member will probably teach it. Extension can't match regular professorial salaries or compete against extracurricular business consulting as an outside source of income. As a result only 30 per cent of the Los Angeles extension faculty comes from a regular university faculty. Local colleges and private industry provide the bulk of the instructors, giving rise to the nickname of "swing shift" or "street corner" faculty. Occasionally extension has acquired the services of men like the late Aldous Huxley, but notes one University of California professor, "Higher adult education is not a headquarters, but a camp for transients; a place of temporary business, not an intellectual home."

ON THE FINANCIAL BRINK

The financial problems and the absence of high standing in the academic community don't seem to diminish the usefulness of adult-extension divisions. In California, for example, one out of every 3 lawyers, 6 doctors, 8 engineers, and 12 teachers enroll in extension courses to keep their knowledge from becoming obsolete. Still the dual goals of serving all the public, not just those persons who can afford it, and maintaining a self-supporting status keep extension divisions always on the financial brink.

California's extension is currently setting up a scholarship program, made possible by a charitable fund, to help needy students meet the \$45 course fee; it is asking the State Legislature to restore \$800,000 in budget cuts to stave off curtailment of programs in social welfare, criminology, industrial relations, and humanities; and it is banking on the support of adult education by educators and the public to influence the Legislature against further budget cuts. But the Legislature, faced with the requirements of additional financial support of the state's regular universities and colleges, may be unmoved by extension's plight.

WESLEY MARX.

Mr. MANSFIELD. Mr. President, I suggest the absence of a quorum.

The ACTING PRESIDENT pro tempore. The clerk will call the roll.

The legislative clerk proceeded to call the roll.

Mr. MANSFIELD. Mr. President, I ask unanimous consent that the order for the quorum call be rescinded.

The ACTING PRESIDENT pro tempore. Without objection, it is so ordered.

FISH PROTEIN CONCENTRATE

Mr. MANSFIELD. Mr. President, I ask unanimous consent that the Senate turn to the consideration of Calendar No. 1273, Senate 2720.

The ACTING PRESIDENT pro tempore. The bill will be stated by title.

The LEGISLATIVE CLERK. A bill (S. 2729) to authorize the Secretary of the Interior to develop, through the use of

experiments and demonstration plants practicable and economic means for the production by the commercial fishing industry of fish protein concentrates.

The PRESIDING OFFICER (Mr. Young of Ohio in the chair). Is there objection to the present consideration of the bill?

There being no objection, the Senate proceeded to consider the bill, which had been reported from the Committee on Commerce, with amendments on page 1, after the enacting clause, to strike out "That the Secretary of the Interior is authorized to conduct, using his existing authorities, and to encourage and to promote research, studies, and experiments by public and private agencies and organizations to develop the best and most economical processes and methods to reduce fish which are in abundant supply and which are not now widely sought after for human food, to a highly nutritious and stable fish protein concentrate," and insert "That the Secretary of the Interior is authorized to conduct, and through grants to and contracts with public and private agencies to promote studies, research, and experiments designed to develop the best and most economical processes and methods to reduce fish which are in abundant supply and which are not now widely sought after for human food to a highly nutritious and stable fish protein concentrate, as well as to conduct food technology and feasibility studies with respect to such products."

On page 3, after line 23, to strike out:

(e) With the approval of the Secretary of the Interior, any fish protein concentrate produced in plants constructed or operated under the provisions of this Act may be sold under title I or IV of Public Law 480, Eighty third Congress.

And, on page 4, after line 12, to insert a new section, as follows:

SEC. 5. The authority of the Secretary under this Act, except the authority to operate and maintain plants theretofore constructed, shall expire at the expiration of five years from the date of enactment of this Act.

So as to make the bill read:

S. 2720

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That the Secretary of the Interior is authorized to conduct, and through grants to and contracts with public and private agencies to promote studies, research, and experiments designed to develop the best and most economical processes and methods to reduce fish which are in abundant supply and which are not now widely sought after for human food to a highly nutritious and stable fish protein concentrate, as well as to conduct food technology and feasibility studies with respect to such products.

SEC. 2. (a) The Secretary is also authorized to provide for the construction, operation, and maintenance of not to exceed five experiment and demonstration plants for the production of a fish protein concentrate. Such plants shall be designed to demonstrate the reliability and practicability and the economic, engineering, and operating potentials of the processes and methods to reduce fish to fish protein concentrate. Such plants shall be located in such geographical areas as the Secretary determines will demonstrate

optimum feasibility from the standpoint of operation, maintenance, and economic potential.

(b) The Secretary may enter into a contract or contracts for the construction of the plants authorized by subsection (a) of this section, and he may, to the extent he deems desirable, enter into a separate contract or contracts for the operation and maintenance of such plants. Each operation and maintenance contract shall provide, in addition to such terms and conditions as the Secretary deems desirable, for the compilation by the contractor of complete records with respect to the operation, maintenance, and engineering of the plant or plants. The records so compiled shall be made available to the public and to the Congress by the Secretary at periodic and reasonable intervals. Access by the public to the plants shall be assured during all phases of their operation subject to such reasonable restrictions as to time and place as the Secretary may require or approve.

(c) Each constructed plant and its equipment upon the expiration of a period deemed adequate by the Secretary for experiment and demonstration purposes, but not to exceed ten years from the date of this Act, shall, as promptly as practicable, be disposed of in accordance with the applicable provisions of the Federal Property and Administrative Services Act, as amended.

(d) The Secretary may acquire lands or interests therein, patents, licenses, technical data, inventions, secret processes, supplies, and equipment by purchase, license, lease, or donation to carry out the provisions of this section.

SEC. 3. There are authorized to be appropriated not to exceed \$5,000,000 for the construction of the plants authorized by this Act, together with such additional sums as may be necessary for the operation and maintenance of such plants, and for conducting the program authorized by this Act.

SEC. 4. The Secretary shall cooperate with public and private agencies, organizations, institutions, and individuals in carrying out the program authorized by this Act.

SEC. 5. The authority of the Secretary under this Act, except the authority to operate and maintain plants theretofore constructed, shall expire at the expiration of five years from the date of enactment of this Act.

Mr. BARTLETT. Mr. President, the pending bill (S. 2720) was reported by the Committee on Commerce. It proposes an authorization for the construction of five pilot plants for the production of fish protein concentrate. These plants would be built under the direction of the Secretary of the Interior. They would be in furtherance of tests already made by the Bureau of Commercial Fisheries at Beltsville, Md.

The situation regarding fish protein concentrate may be briefly described as follows: These concentrates have been known for many years but no method had been evolved whereby the end product received the approval of the Food and Drug Administration. The Congress made it possible for the Bureau of Commercial Fisheries to engage in experimental work at Beltsville, Md. As a result a product has been arrived at which very shortly is expected to receive Food and Drug Administration approval.

It is our understanding that private industry is prepared to make heavy investments in commercial plants. In the meantime there is an imperative need for an intermediate stage through the use of these proposed pilot plants.

The work heretofore done has been with lean fish, hake from the Atlantic.

Different processes may be tried at these different plants with different types of fish ranging up to fatty species. In some instances this program is comparable to what Congress has already done in respect to the saline water plants where experiments have been made to extract fresh water from seawater.

Now, insofar as the fish protein concentrate itself is concerned, its values may be divided into two parts. In the first instance, and the most important, in my view, is the fact that scores of millions of people in many parts of the world suffer from serious protein deficiencies. There is no way that these people can receive the daily minimum protein requirements. As a result, serious malnutrition problems exist in many populations in many countries. People do not readily adapt themselves to new foods no matter how helpful they may be to their health. The fish protein concentrate provides a perfect answer. It is the most highly concentrated protein available anywhere, from any source. The thought is that it can be shipped in powdered form from the United States, or from any other producing country, to those areas where it is particularly needed. In fact, it can be used anywhere in the United States, but there is a particular requirement for it in the areas deficient in protein.

It has been said by many experts in this field that protein concentrate can do more than any other one thing to make the people of the world more healthy. It has a meaning, too, Mr. President, in the production of fish protein concentrate in quantity to the American fishing industry.

At this time, great fleets of foreign vessels range our coasts, the Atlantic and the Pacific particularly, taking the bottom fish and others for which there is no ready market in the United States.

Through the pilot plant demonstration, we expect that there will follow the construction of large industrial plants which will provide a ready and continuing market for bottom fish.

It has been estimated by the Bureau of Commercial Fisheries that this in itself may increase fish production on the part of U.S. producers and fishermen five-fold from the present 5 billion pounds a year to 25 billion pounds a year. The testimony in favor of the bill before the Committee on Commerce was, with one exception, unanimously favorable.

The chairman of the Committee on Commerce, the Senator from Washington [Mr. MAGNUSON], is detained at the moment at the White House or, of course, he would be here supporting and urging passage of the bill. He is one of its sponsors and is very much in favor of early enactment into law. The fact is, he held a hearing on the bill a few weeks ago at Aberdeen, Wash., where adequate testimony was presented as to the effect pilot plant demonstrations, with commercial plants to follow, might have on the U.S. fishing industry and on the reduction of protein deficiencies in so many countries of the world. In my opinion, this is one of the more important bills coming before Congress at this session, because it holds out great

hope for so many people in so many places. I hope and trust that the bill will pass the Senate today, and then be favorably considered by the House and signed into law at an early date.

Mr. GRUENING. Will my colleague yield?

Mr. BARTLETT. I am happy to yield to my colleague.

Mr. GRUENING. Is it not a fact that the proposed legislation is the culmination of a longtime effort on my colleague's part, and on the part of the Senator from Washington [Mr. MAGNUSON], to secure attention to the great value of this protein concentrate?

Mr. BARTLETT. As my colleague suggests, this effort has been underway for a good many years. There were, of course, delays. They were delays principally engendered by the need to get a product together which would pass muster insofar as the Food and Drug Administration is concerned. We have practically surmounted that hurdle now. There has been some recent delays as I mentioned. In a matter of days, however, I expect that approval will be given to the process developed at Beltsville, and that means we will be ready to proceed. But if administrative delays continue, more positive action will be required.

Mr. GRUENING. Is it not a fact that the proposed legislation, if enacted into law, will have the double effect of benefiting mankind in general, which is deficient in proper food supplies, and also help very much one important segment of American industry; namely, the fishing industry?

Mr. BARTLETT. Precisely. The American fishing industry has been upset by an invasion of huge foreign fleets equipped to go out into the ocean with factory ships and tenders and to stay there for months at a time taking the bottom fish for which, as I say, there is no ready market in the United States. We do not have any ships comparable to those. More than 90 percent of our entire supply of fish has been taken in our immediate coastal waters. If this bill becomes law, what we will witness in a few years will be the construction of larger and larger U.S. fishing vessels to go out beyond the coastal waters and compete aggressively, actively, and successfully with these huge fleets, particularly from the Soviet Union and Japan.

Mr. GRUENING. If my colleague will yield further, I wish to congratulate him, and the chairman of the Committee on Commerce, the Senator from Washington [Mr. MAGNUSON], and the members of the committee, for bringing this situation to what I believe will be the beginning of a fruitful end to a long effort toward a most desirable objective.

Mr. BARTLETT. I hasten to add that my colleague joined early in this effort, has consistently advocated legislation of this kind, and has given much help in bringing the bill to its present stage.

Mr. GRUENING. I thank my colleague.

Mr. WILLIAMS of Delaware. Mr. President, I agree completely with the purpose of the bill as outlined by the two Senators from Alaska. I think the time

has come for the Federal Government to start this pilot plant looking toward further development in the future of this product, so that it may be more properly utilized.

However, in regard to this particular piece of legislation I point out that the Department of the Interior made a recommendation that it be restricted to one pilot plant at this time.

I quote from their letter:

It is now necessary to determine whether a similar product can be manufactured on a commercial scale within the economic limits required. It is also necessary to produce larger quantities of FPC for testing purposes—to determine and demonstrate where and to what extent it can be used as a supplement with other foodstuffs.

These needs justify the construction and operation of one experiment and demonstration plant by the Federal Government at this time.

Then further:

It is possible, however, that when the studies on other families of fishes are completed, additional plants may be needed.

I agree completely with that. If this bill were confined to just one pilot plant, as recommended by the Department of the Interior and the Government were then to move ahead on that basis, I would have no objection to the bill as presented. I would have no objection to appropriating additional funds if and when the Government later needed them. But this is strictly an experimental approach, so why start with 5 pilot plants when, as far as the Government is concerned as set out by the Department of the Interior in the report, only one pilot plant is recommended? If any change shows further funds are necessary we can then proceed to provide them.

I strongly support the legislation if it is confined, as recommended and intended by the Department of the Interior, to one pilot plant, at a cost of \$1 million. Why increase that request 500 percent when the Department says only one pilot plant is needed and recommends that only one be provided for?

If the sponsors of the bill are willing to make that change I shall support the bill. However, if they are not I shall offer an amendment and ask for a roll call on it.

Mr. President, in these days when we have trouble balancing the budget and the expenses of Government it looks a little silly to me to pass a bill giving an agency 500 percent more than it has asked for and 500 percent more than it can efficiently use. Based upon the Department's own letter, five pilot plants at this time represent duplication and are completely unnecessary.

The Department is correct in asking for only one pilot plant at this time. After some experience the Department can if necessary ask for more than one pilot plant or we may be able to go immediately to commercial production.

Why build five \$1 million plants unless the proponents are advocating Government-control of production under a socialistic formula of Government ownership.

Mr. BARTLETT. Mr. President, my strong inclination is to resist any such amendment. I want to explain why.

The bill authorizes five plants for some definite and good reasons. The Department of the Interior report that has been related by the Senator from Delaware recommends one plant and one plant only.

I suggest that occasionally departmental reports are made under some compulsion in some cases, and that shackles are placed upon those who might want to recommend otherwise.

I should like to explain why it is that we have here a recommendation for five different plants. I think the explanation is a sound one and a justifiable one and one which ought to be adopted by the Congress.

Before going into that, however, I point out that the National Academy of Sciences has been, from the outset, a firm and effective supporter of this program. The National Academy of Sciences takes a view directly contrary to that of the Interior Department and recommends, not one plant, but five plants.

I would further say to the Senator from Delaware that this is an authorization bill. If it passes and is signed into law with a provision for five plants, we are all aware of the fact that the Appropriations Committees are careful, prudent, and exhaustive in their examination of witnesses, and that there will be no opportunity at all to build more than one plant unless adequate justification can be supplied. I am confident that can be done.

The primary, basic, compelling reasons why this bill contains a provision for five plants, instead of the one recommended by the Interior Department, are set forth in the committee report. The Congress is not necessarily bound by the determination of a department of Government. The Congress has a right, I believe, to make an independent recommendation and proposal.

I am glad, at this point in the debate, to see one of the chief sponsors, one of the leading advocates of the bill, enter the Senate Chamber, the chairman of the Commerce Committee, the Senator from Washington [Mr. MAGNUSON].

Mr. President, let me cite here the reasons set forth, and I think so logically, in the committee report, as to why there should be five plants instead of the lesser number. I shall read from the section of the committee report which pertains to this subject, because it offers the best evidence available to us as to the need for the greater number of plants instead of the minimum of one. This explanation is set forth beginning with the last paragraph on page 3 of the report. Let me read this portion of the report, since the issue has been raised:

The committee can see at this time the possible need for the design of a minimum of five totally different pilot plants. The first is a batch extraction plant utilizing isopropyl alcohol as devised by the Bureau of Commercial Fisheries scientists. The second plant might involve a continuous solvent extraction process possibly using some other solvent, geared principally to the preparation of fish protein concentrate from fatty fish and the collection of the valuable oil that would be obtained. A third approach conceptually new, would be what has been identified as a biological method of

manufacturing fish protein concentrate. The biological approach utilizes enzymes to digest the fish into a liquid slurry. Fat and water are later removed by conventional means. Products thus prepared are water soluble and can, depending on processing conditions selected, have varying and highly desirable flavor and odor characteristics. A fourth plant might be the installation of fish protein concentrate processing aboard a fishing vessel. This approach is particularly favorable insofar as economics are concerned. The last approach might employ novel physical methods to eliminate water and fat from fish by such means as the use of high electrical discharges through fish tissues. These physical methods appear to be highly favorable for combining with biological methods.

However, the committee felt—

And, Mr. President, this is important—

However, the committee felt that the Secretary would not request funds for any demonstration plant until a process had been approved by the Food and Drug Administration.

TO PERMIT CERTAIN TRANSFERS OF POST OFFICE DEPARTMENT APPROPRIATIONS

Mr. YARBOROUGH. Mr. President, I ask unanimous consent that the pending business be temporarily laid aside and that the Senate proceed to the consideration of H.R. 7423.

The PRESIDING OFFICER. The bill will be stated by title.

The LEGISLATIVE CLERK. A bill (H.R. 7423) to permit certain transfers of Post Office Department appropriations.

The PRESIDING OFFICER. Is there objection to the present consideration of the bill?

There being no objection, the Senate proceeded to consider the bill.

Mr. YARBOROUGH. Mr. President, I send to the desk an amendment by the distinguished Senator from Massachusetts [Mr. SALTONSTALL], who is unavoidably absent from this session, and ask that it be stated on his behalf.

The PRESIDING OFFICER. The amendment will be stated.

The LEGISLATIVE CLERK. On page 2, before the period in line 3, insert a comma and the following: "but no appropriation shall thereby be increased by more than 5 per centum".

Mr. YARBOROUGH. Mr. President, this legislation will provide the Post Office Department with the authority to transfer funds from one appropriation to another, within the Department's whole annual appropriation, not to exceed 5 percent, if authority to permit such transfers is included in annual appropriation acts.

When this bill was reported in the other body from the Committee on Post Office and Civil Service, the requirement that such transfers continue to be authorized in appropriation acts on an annual basis was not included. But the bill was amended on the floor of the House of Representatives to continue that requirement, and the Committee on Post Office and Civil Service in the Senate has made no change in the bill as referred.

The policy of allowing the Post Office Department to transfer funds between appropriations, within certain limitations, is well established. It was first in-

traffic control; traffic courts; public information; citizen support and medical care and transportation for the injured.

"(b) 'Political subdivisions' shall, for the purposes of this Act, mean any city or county, a combined city-county, a multicounty or metropolitan regional governmental unit, which is predominantly within a standard metropolitan statistical area.

"(c) Funds authorized to be appropriated to carry out this section shall be subject to a deduction for the necessary costs of administering the provisions of this section, and the remainder shall be apportioned by the Secretary to the States for distribution by the Governors to eligible political subdivisions to carry out the provisions of subsection (a) and said apportionment to be made on the basis of 75 per centum according to metropolitan population, and 25 per centum as the Secretary in his administrative discretion may deem appropriate, with no State receiving more than 10 per centum in accordance with criteria to be determined by the Secretary, such criteria to include, but not be limited to, consideration of need, the incidence of traffic accidents, and such other factors as the Secretary may deem appropriate. All provisions of chapter 1 of this title that are applicable to Federal-aid primary highway funds (except the apportionment formula and the Federal-aid system limitation in expending funds), including the provisions relating to obligation, period of availability, Federal share payable (50 per centum), and expenditure of Federal-aid primary highway funds, shall govern the administration of the highway safety funds authorized to be appropriated to carry out this section, except as determined by the Secretary to be inconsistent with this section.

"§ 407. National Traffic Safety Advisory Committee

"(a) (1) There is established in the Department of Commerce (Transportation) a National Traffic Safety Advisory Committee, composed of the Secretary or an officer of the Department appointed by him, who shall be chairman, and thirty members appointed by the President, no more than five of whom shall be Federal officers or employees. The appointed members, having due regard for the purposes of section 101 of this Act, shall be selected from among representatives of various State and local governments, including State legislatures, of public and private interests contributing to, affected by, or concerned with traffic and highway safety, and of other public and private agencies, organizations, or groups demonstrating an active interest in traffic and highway safety, as well as research scientists and other individuals who are expert in this field.

"(2) (A) Each member appointed by the President shall hold office for a term of three years, except that (i) any member appointed to fill a vacancy occurring prior to the expiration of the term for which his predecessor was appointed shall be appointed for the remainder of such term, and (ii) the terms of office of members first taking office after the date of enactment of this section shall expire as follows: ten at the end of one year after such date, ten at the end of two years after such date, and ten at the end of three years after such date, as designated by the President at the time of appointment, and (iii) the term of any member shall be extended until the date on which the successor's appointment is effective. None of the members appointed by the President other than Federal officers or employees shall be eligible for reappointment within one year following the end of his preceding term.

"(B) Members of the Council who are not officers or employees of the United States shall, while attending meetings or conferences of such Council or otherwise engaged in the business of such Council, be entitled to receive compensation at a rate fixed by

the Secretary, but not exceeding \$100 per diem, including traveltime, and while away from their homes or regular places of business they may be allowed travel expenses, including per diem in lieu of subsistence, as authorized in section 5 of the Administrative Expenses Act of 1946 (5 U.S.C. 73b-2) for persons in the Government service employed intermittently.

"(b) The National Traffic Safety Advisory Committee shall advise, consult with, and make recommendations to, the Secretary on matters relating to the activities and functions of the Department in the field of traffic and highway safety. The Committee is authorized (1) to review research projects or programs submitted to or recommended by it in the field of traffic and highway safety and recommend to the Secretary, for prosecution under this Act, any such projects which it believes show promise of making valuable contributions to human knowledge with respect to the cause and prevention of traffic or highway accidents; and (2) to review, prior to issuance, standards proposed to be issued by order of the Secretary under the provisions of section 402(a) of title 23 of the United States Code as amended hereby, and to make recommendations thereon. Such recommendations shall be published in connection with the Secretary's determination or order."

SEC. 102. (a) Sections 135 and 313 of title 23 of the United States Code are hereby repealed.

(b) (1) The analysis of chapter 1 of title 23, United States Code, is hereby amended by deleting:

"135. Highway safety programs."

(2) The analysis of chapter 3 of title 23, United States Code, is hereby amended by deleting:

"313. Highway Safety Conference."

(3) There is hereby added at the end of the table of chapters at the beginning of title 23, United States Code, the following:

"CHAPTER 4—HIGHWAY SAFETY"

SEC. 103. For the purpose of carrying out section 402 of title 23, United States Code, there is hereby authorized to be appropriated the sum of \$40,000,000 for the fiscal year ending June 30, 1967, \$60,000,000 for the fiscal year ending June 30, 1968; and \$60,000,000 for the fiscal year ending June 30, 1969.

SEC. 104. For the purpose of carrying out section 403 of title 23, United States Code, there is hereby authorized to be appropriated the additional sum of \$10,000,000 for the fiscal year ending June 30, 1967, \$20,000,000 for the fiscal year ending June 30, 1968; and \$25,000,000 for the fiscal year ending June 30, 1969. Funds appropriated under the authority of this section shall be available for necessary costs in administering the provisions of section 403, and shall remain available until expended.

SEC. 105. For the purpose of carrying out section 404 of title 23, United States Code, there is hereby authorized to be appropriated the sum of \$5,000,000 for the fiscal year ending June 30, 1967, and for each of the two succeeding fiscal years.

SEC. 106. For the purpose of carrying out section 405 of title 23, United States Code, there is hereby authorized to be appropriated the sum of \$20,000,000 for the fiscal year ending June 30, 1967, \$25,000,000 for the fiscal year ending June 30, 1968, and \$30,000,000 for the fiscal year ending June 30, 1969.

SEC. 107. For the purpose of carrying out section 406 of title 23, United States Code, there is hereby authorized to be appropriated the sum of \$40,000,000 for the fiscal year ending June 30, 1967, \$60,000,000 for the fiscal year ending June 30, 1968; and \$60,000,000 for the fiscal year ending June 30, 1969.

SEC. 108. Section 101(a) of title 23, United States Code, is hereby amended by adding

the following term at the end thereof:—"The term 'State highway safety agency' means those departments, commissions, boards, or officials of any State charged by its laws with the responsibility for administering the State highway safety program, or any part thereof."

SEC. 109. Section 105 of title 23, United States Code, is hereby amended by adding the following subsection at the end thereof:

"(e) In approving programs for projects on the Federal-aid systems pursuant to chapter 1 of this title, the Secretary shall give priority to those projects which incorporate improved standards and features with safety benefits."

SEC. 110. Nothing contained in this Act shall be deemed to supersede the authority under existing law of any Federal department or agency.

SEC. 111. The Secretary of Commerce shall make a thorough and complete study of the relationship between the consumption of alcohol and its effect upon highway safety and drivers of motor vehicles, in consultation with such other government and private agencies as may be necessary. Such study shall cover review and evaluation of State and local laws and enforcement methods and procedures relating to driving under the influence of alcohol, State and local programs for the treatment of alcoholism, and such other aspects of this overall problem as may be useful. The results of this study shall be reported to the Congress by the Secretary on or before July 1, 1967, and shall include recommendations for legislation if warranted.

SEC. 112. In order to provide the basis for evaluating the continuing programs authorized by this Act, and to furnish the Congress with the information necessary for authorization of appropriations for fiscal years beginning after June 30, 1969, the Secretary, in cooperation with the Governors or the appropriate State highway safety agencies, shall make a detailed estimate of the cost of carrying out the provisions of this Act. The Secretary shall submit such detailed estimate and recommendations for Federal, State, and local matching funds to the Congress not later than January 10, 1968.

FISH PROTEIN CONCENTRATE

The Senate resumed the consideration of the bill (S. 2720) to authorize the Secretary of the Interior to develop, through the use of experiment and demonstration plants, practicable and economic means for the production by the commercial fishing industry of fish protein concentrate.

Mr. BARTLETT. Mr. President, during the past few moments we have been contemplating and discussing on this side of the aisle what the bill would do for the American fisherman and the American fishing industry. It is appropriate that this should be done.

I cannot emphasize too strongly the impact that the program will have on the protein hungry world.

I predict that we can get the protein concentrate program underway in a very short time and that soon after the pilot plants have been in operation we can produce, from resources not now utilized, the proteins so urgently needed in so many places. We can then take comfort in the fact that we will help people who are now sick and that we will be affording proper nutrition to those people who cannot now have it.

This humanitarian aspect is predominant in our thinking.

I trust that the Senator from Delaware will not offer his amendment and will not insist upon consideration of it. All we seek to do here is to achieve a basic legislative framework from which we can proceed in an area in which there is great and desperate need for speedy action.

Mr. MAGNUSON. Mr. President, I think this is one of the very finest reports on a subject concerning which there has not been too much said in the RECORD. I was in hopes that the Senator from Alaska would have the report printed in full in the RECORD following his remarks.

Mr. BARTLETT. Mr. President, I ask unanimous consent to have the report printed at this point in the RECORD.

Mr. WILLIAMS of Delaware. Mr. President, do I understand correctly that the committee report on the bill is to be printed in the RECORD in its entirety?

Mr. MAGNUSON. Mr. President, I refer to from page 1 in the middle of page 4, not the amendments, or the entire report.

Mr. WILLIAMS of Delaware. Mr. President, I think that the whole report should be printed in the RECORD because the report spells out the entire story. A letter from the Department of the Interior strongly recommends against enactment of the bill.

The PRESIDING OFFICER. The Chair is advised that the Joint Committee on Printing will not allow the report on the bill to be reproduced in its entirety. Certain extracts of the report, as suggested by the Senator from Washington and the Senator from Delaware, may be printed in the RECORD.

Mr. WILLIAMS of Delaware. Mr. President, lest there be a misunderstanding, the part of the report which I want to be sure is printed is the letter from the Department of the Interior, signed by Harry Anderson, under date of April 22, and the letter from the Executive Office of the President, the Bureau of the Budget, signed by Mr. Donald F. Hornig, of the Office of Science and Technology, under date of May 13, 1966.

I should like to make certain that those two letters are printed in the RECORD. They are the heart of the entire argument. In these letters the agencies make a strong recommendation against the economic feasibility of five plants.

There being no objection, the excerpts from the report were ordered to be printed in the RECORD, as follows:

The Committee on Commerce, to which was referred the bill (S. 2720) to authorize the Secretary of the Interior to develop, through the use of experiment and demonstration plants, practicable and economic means for the production by the commercial fishing industry of fish protein concentrate, having considered the same, reports favorably thereon with amendments and recommends that the bill (as amended) do pass.

PURPOSE AND SUMMARY OF THE LEGISLATION

The purpose of the legislation is to inaugurate an accelerated program of fish protein concentrate research including authority to construct five demonstration plants.

The legislation authorizes the Secretary of Interior to promote research in the development of the most efficient processes to produce fish protein concentrate for human consumption and to study food technology

problems related to the introduction of the product into any diet or culture. The Secretary may employ scientists within the Department to carry out the research or may by grant or contract encourage universities and private research agencies and companies to study new processes. The committee has estimated that a minimum of five demonstration plants may be needed over the next 5 years to test the economic and engineering feasibility of the processes developed. Information accumulated will be available to the public to encourage private initiative in the commercial application of the discoveries. Five million dollars is authorized for plant construction during the 5-year program.

BACKGROUND OF THE LEGISLATION

The bill was introduced on October 22, 1965, by Senators E. L. BARTLETT and WARREN G. MAGNUSON. The committee held hearings on the bill on April 25, 1966, in Aberdeen, Wash., and on May 16 and 17, 1966, in Washington, D.C.

Earlier hearings on the general subject of fish protein concentrate were held by the Subcommittee on Merchant Marine and Fisheries on August 14, 1964.

The Department of the Interior testified in support of the legislation. The Department recommended, however, that the authorization be limited to one plant at this time because the immediate construction of five plants would be premature. The Department agreed that additional plants may be needed in the future when studies presently underway have been completed.

The Director of the Office of Science and Technology in the Executive Office of the President informed the committee that he supports the objectives of the bill and agrees with its approach.

In testimony before the committee, Dr. Albert H. Moseman, Assistant Administrator for the Agency for International Development, stated that AID was strongly in favor of the proposal as a means of helping meet the growing world food problem, particularly in developing countries.

The Department of Agriculture favored the enactment of the bill with an amendment adopted by the committee deleting reference to selling fish protein concentrate under the food for freedom legislation.

The legislation was supported strongly by all fishery interests from the Atlantic, gulf, and Pacific coasts and from the Great Lakes region, and by representatives from numerous large food and research companies including General Foods Corp., Meals for Millions Foundation, Avco Corp., and Marine Colloids, Inc. The sole opposition came from the National Milk Producers Association.

The committee is of the opinion that there is a substantial domestic and international interest in the development of an inexpensive fish protein concentrate similar to that connected with the development of an inexpensive means of extracting salt from sea water. There is an acknowledged world shortage of fresh water and of a high-grade inexpensive protein to meet the expanding world food needs. Congress recognized the national and international need and implications of an accelerated saline water program in 1952 by the enactment of the Saline Water Act and in 1958 with the passage of Public Law 85-883 which authorized the Secretary of the Interior to construct five demonstration plants. Under the saline water program the Secretary is carrying out an energetic program under which research grants are awarded to universities, private research groups and companies, research contracts are entered into for the development of bench model and pilot plants, and finally demonstration plants are either built by the Government or private industry with private contract operation.

The committee believes that this same type of development program should be employed in the search for inexpensive means to produce a fish protein concentrate.

NEED FOR LEGISLATION

It is reliably estimated that by 1980 the world population will increase from 3.4 billion to 4.6 billion and by the year 2030, the world population will reach 14 billion. The world is hungry today with two-thirds of the present population underfed; the world will be hungrier tomorrow unless some inexpensive source of protein can be found for human consumption.

In testimony before the committee, Dr. Albert H. Moseman, Assistant Administrator for the Agency for International Development, stated that the Agency is deeply concerned about the problem of protein malnutrition in many areas of the world. The witness testified that "It is our conviction that the world's protein deficit is of such a magnitude that all feasible approaches and resources necessary to achieve its solution must be perfected and mobilized." In commenting on the importance of fish protein concentrate, Dr. Moseman stated, "The blandness of the product, its apparent freedom from toxic factors, and its high protein biological value are most impressive. It is to be hoped that the projections of costs will prevail up to larger industrial levels of processing. We are hopeful that there may be favorable action by the Food and Drug Administration on this product which not only will permit use of a domestically processed product for food use at home and abroad but also will enable the Agency for International Development to consider more effective programs of technical guidance and related assistance to food-needy countries which have adequate fish resources for establishing local fish protein concentrate industries. * * *

Mr. Chairman, the Agency for International Development is deeply interested in the further perfection and utilization of fish protein concentrate materials and we regard the expanded research and development activities that would be made possible under S. 2720 as of direct and positive benefit to our foreign aid efforts."

The purposes of the demonstration-pilot plants are to reduce private investment risk involving new products and engineering concepts, to stimulate the development of markets for fish protein concentrate, to provide adequate quantities of product for food technological research and human feeding studies to be conducted by private food industries and Government agencies.

There is no short cut that would eliminate the pilot plant stage in the development of a fully successful commercial fish protein concentrate.

The committee can see at this time the possible need for the design of a minimum of five totally different pilot plans. The first is a batch extraction plant utilizing isopropyl alcohol as devised by the Bureau of Commercial Fisheries scientists. The second plant might involve a continuous solvent extraction process possibly using some other solvent, geared principally to the preparation of fish protein concentrate from fatty fish and the collection of the valuable oil that would be obtained. A third approach conceptually new, would be what has been identified as a biological method of manufacturing fish protein concentrate. The biological approach utilizes enzymes to digest the fish into a liquid slurry. Fat and water are later removed by conventional means. Products thus prepared are water soluble and can, depending on processing conditions selected, have varying and highly desirable flavor and odor characteristics. A fourth plant might be the installation of fish protein concentrate processing aboard a fishing vessel. This approach is particularly favorable insofar as economics are concerned. The last approach

might employ novel physical methods to eliminate water and fat from fish by such means as the use of high electrical discharges through fish tissues. These physical methods appear to be highly favorable for combining with biological methods. However, the committee felt that the Secretary would not request funds for any demonstration plant until a process had been approved by the Food and Drug Administration.

The Department of the Interior testified that the Department would follow the President's patent policy statement of October 13, 1963, in considering any rights to any inventions made under the program and that the Government would therefore normally acquire the principal rights. The Committee was also concerned with this problem and expressed support for the Department's position that the public interest in the process or product developed from the plants be fully and adequately protected.

Primarily, fish protein concentrate may be regarded as a high-quality, low-cost animal protein supplement, suitable for incorporation into a variety of food forms. If, however, fish protein concentrate is to reach the people who need it in a form they want and can use and at a price they can afford, the committee believes feasibility studies must be conducted. The economics for any particular market area can only be defined by studying various aspects of food habits and customs, inherent nutritional problems and marketing and distribution capacities.

Fish protein concentrate can readily be incorporated into a number of existing food products or it may be used in the development of new food products. To attain consumer acceptance, however, techniques and formulations must be developed to determine the optimum levels of incorporation of fish protein concentrate in food products to realize the most economical compromise between nutritional values and acceptability. Fish protein concentrate added to foods must be studied from the viewpoint of effect on nutritive value, color, flavor, texture, and stability during storage.

AGENCY REPORTS

The reports of the agencies and departments follows:

U.S. DEPARTMENT
OF THE INTERIOR,
OFFICE OF THE SECRETARY,
Washington, D.C., April 22, 1966.

Hon. WARREN G. MAGNUSON,
Chairman, Committee on Commerce,
U.S. Senate, Washington, D.C.

DEAR SENATOR MAGNUSON: Your committee has requested this Department's comments on S. 2720, a bill "To authorize the Secretary of the Interior to develop, through the use of experiment and demonstration plants, practicable and economic means for the production by the commercial fishing industry of fish protein concentrate."

We recommend the enactment of the bill with the amendments suggested herein.

S. 2720 authorizes the Secretary of the Interior to increase his present fish protein concentrate research and experimentation program and to build five experiment and demonstration plants to produce this concentrate. The bill authorizes a maximum appropriation of \$5 million to construct these plants and additional sums for operation and maintenance and the program itself.

Our amendments and comments thereon are as follows:

1. On page 2, lines 4 and 5, delete the words "not to exceed five experiment and demonstration plants" and insert "one experiment and demonstration plant."

2. Delete the last sentence in subsection 2(a) of the bill.

3. On page 2, lines 6, 15, 18, and on page 3, lines 1, 21, and 24, delete "plants" and insert "plant".

4. On page 2, line 23, delete "or plants".

5. On page 3, line 4, delete "Each constructed" and substitute "The".

These changes reduce the number of authorized plants from five to one. This plant would be an expanded version of the existing model-scale solvent system developed by the Bureau of Commercial Fisheries of this Department. Studies utilizing the currently available model unit have indicated that a highly nutritious fish protein concentrate (FPC) can be produced using solvent extraction procedures.

It is now necessary to determine whether a similar product can be manufactured on a commercial scale within the economic limits required. It is also necessary to produce larger quantities of FPC for testing purposes—to determine and demonstrate where and to what extent it can be used as a supplement with other foodstuffs.

These needs justify the construction and operation of one experiment and demonstration plant by the Federal Government at this time. The safety and wholesomeness of solvent-extracted FPC has, to date, been demonstrated only for hake belonging to the Merlucciidae and Gadidae families, including the silver hake, the white hake, the squirrel red hake, and Pacific hake. Studies leading to the extension of the solvent process to other families of schooling fishes, notably the menhaden, are now underway, but completion of such studies cannot be anticipated in the very near future. In as much as fishes of the hake family enjoy only a relatively limited geographic distribution in the waters of our east and west coasts, construction, at this time, of five FPC demonstration plants would be premature.

It is possible, however, that when the studies on other families of fishes are completed, additional plants may be needed. At that time, the operation of the single plant proposed herein will permit us to design more efficient solvent-extraction plants, tailored to the specific characteristics of these other families of fishes. In addition, work is underway on two other basic processes for the production of FPC—namely, an enzymatic digestion process and a physical cell disruption process.

It is conceivable that development of either or both of these processes might cause the solvent-extraction process to be relatively uneconomical or even obsolete.

6. We recommend that subsection 2(e) be deleted. Congress is now considering general legislation on the subject of foreign sales and donations of food which would revise the existing Public Law 480 program. We strongly believe the use of fish protein concentrate in international programs should be considered in the context of the general legislation rather than this bill.

7. On page 3, line 21, change "\$5,000,000" to "\$1,000,000".

We believe that the cost of constructing this single plant will not exceed \$1 million. We estimate that about \$500,000 will be needed each year to operate and maintain the plant and to conduct onsite quality control and engineering experimentation work.

The President's patent policy statement of October 13, 1963, will govern the disposition of rights to any inventions made by an operating contractor under subsection 2(b) of the bill. That statement provides that since the experimental work will be in the fields affecting public health and welfare and directed to a process or product intended for public use, the Government would normally acquire the principal rights.

We believe enactment of the subject bill, in accordance with the suggested amendments, would provide for the perfection and demonstration of commercial scale processing techniques to produce an economical, highly nutritious, simply stored, and easily transported food substance. Additionally, it would encourage the development of markets for the

products produced by these plants. There is widespread interest in the FPC program, as indicated by some 15 major domestic food manufacturers who indicate an interest in testing the feasibility of incorporating high quality fish protein concentrate into their products. These include baked goods, candy, cereals, nondairy baby foods, and dietary foods. In addition, interest in incorporating FPC in the diets of millions of protein-starved peoples in the developing countries throughout the world has been expressed by organizations such as the Agency for International Development, United Nations Children's Fund, World Health Organization, and the Food and Agriculture Organization of the United Nations.

We have considered alternative approaches to that taken in S. 2720, as amended herein. One possible approach is that of contracting with one or two representatives of the commercial fishing industry to carry out the objectives of this bill. We believe, however, that this approach has two major drawbacks, not apparent in the approach taken by this bill.

The first is the cost. We have estimated that the cost of the demonstration plant approach to produce 3,000 tons of fish protein concentrate for 1 year will be about \$1.5 million. We believe the contract approach will result in higher costs for the same amount of fish protein concentrate, especially if we require the contractor to perform in a manner that will carry out all the experiments we plan in the demonstration plant approach in developing a product and a process. It should be emphasized that we do not now have a marketable product. Nor do we know whether it can be manufactured on a commercial scale within reasonable economic limits. Furthermore, the contractor has no present-day market for it. The cost of developing all of these items will be substantial to the private investor who must make a return on his investment. The plant constructed by Government, on the other hand, will be operated in a flexible manner, and no profit is required.

The second is the fact that we want to benefit the entire industry, not just that portion of industry which has the most money to risk. One must recognize that the commercial fishing industry is primarily composed of many small entrepreneurs. The contract approach would benefit only the largest entrepreneurs in the industry. We believe that such a result is not in the public interest. In addition, we believe it would take longer to follow the contract approach with uncertain results.

The Bureau of the Budget has advised that there is no objection to the presentation of this report from the standpoint of the administration's program.

Sincerely yours,

HARRY R. ANDERSON,
Assistant Secretary of the Interior.

EXECUTIVE OFFICE OF THE PRESIDENT,
OFFICE OF SCIENCE AND TECHNOLOGY,
Washington, D.C., May 13, 1966.

Hon. WARREN G. MAGNUSON,
Chairman, Committee on Commerce,
U.S. Senate, Washington, D.C.

DEAR MR. CHAIRMAN: Because of the deep and continuing interest of this office in the development and production of wholesome fish protein concentrate, I am taking the liberty of submitting the following comments on S. 2720 which I understand is under consideration by the Committee on Commerce.

S. 2720 would authorize the Secretary of the Interior to promote research and experiment and to provide for the construction and operation of experimental and demonstration plants for the production of fish protein concentrate.

I am fully in support of the objectives of S. 2720 and agree with its approach. On

the basis of the experience gained by the Bureau of Commercial Fisheries in developing a promising laboratory process, I believe that there is need for the construction of a single experimental and demonstration pilot plant which would pave the way for the subsequent construction of semicommercial and full-scale production plants.

We now have a fragmented, hand-operated laboratory process. A necessary next step is to construct a relatively small experimental continuous process plant with maximum flexibility for the conduct of engineering research studies under a wide range of conditions. Although the plant might be contractor operated, the design and troubleshooting in the test plant should be carried out with the intimate involvement of those experienced in the laboratory process and having thorough understanding of the desired characteristics of the final products.

The need for an intermediate experimental plant of this character has been underscored by the Committee on Marine Protein Resource Development of the National Academy of Sciences' Food and Nutrition Board in a resolution adopted October 14, 1965.

By providing reliable economic and engineering data and by demonstrating the wholesomeness and acceptability of the product though the production of small quantities of protein needed for nutritional tests and feasibility studies, a Government-financed program can, in my view, most expeditiously develop competitive commercial interest and investment to increase production, reduce costs, and stimulate markets for fish protein concentrate.

I am advised that the Bureau of the Budget has no objection to the presentation of this report from the standpoint of the administration's program, and that the Bureau concurs with the views contained herein.

Sincerely yours,

DONALD F. HORNIG,
Director.

Mr. WILLIAMS of Delaware. Mr. President, as I have stated earlier, I am in complete agreement with the objectives of the bill. The other side has no monopoly on the humanitarian effort involved in this measure; however, the reports of all agencies involved clearly state that they are recommending the approval of only one pilot plant at this time.

I am just as much interested in the objectives of the bill as is any Senator who has spoken heretofore. I am in complete agreement that we should authorize the enactment of one pilot plant; but why increase this request by 500 percent?

I come from the east coast. The east coast has just as much interest in the measure as does the west coast, and one of the largest commercial fishing plants on the east coast is located in my State.

I repeat, I have just as much interest in this measure as does any other Senator. However, it does not make sense to me that the bill should provide for five pilot plants to work on something that can best be done by one.

I read from the letter of the Director of the Budget, signed by Mr. Hornig:

I am fully in support of the objectives of S. 2720 and agree with its approach. On the basis of the experience gained by the Bureau of Commercial Fisheries in developing a promising laboratory process, I believe that there is need for the construction of a single experimental and demonstration pilot plant which would pave the way for the subsequent construction of semicommercial and full-scale production plants.

The Comptroller General stated that as of October 31, 1965, the Food and Drug Administration had not even approved whole fish protein concentrate for human consumption.

The Comptroller General suggests that we might want to hold up on all pilot plants until we solve this problem. I would not want to go that far.

I think it would be proper to construct one pilot plant at this time, but I see no need to go into the construction of five pilot plants when the Department of the Interior so clearly points out that all they want at this time is the construction of one plant until they can get some of the bugs worked out of this process. They may then find it necessary to construct another pilot plant incorporating the benefit of their experience. They may be successful in the first pilot plant, and then we could move into the commercial production of this protein product.

Both agencies strongly recommend against the enactment of legislation for five pilot plants. Let us stop kidding ourselves. If we authorize this amount now the money will be appropriated. Each of five different areas of the country will want a pilot plant in its respective area. Certainly we would all like to have one in our area, but this would be impracticable.

What difference would it make whether the plant is constructed on the east coast or the west coast? Any discovery leading to the production of this product on a commercial basis would be of just as much benefit to the east coast as it would to the west coast, and vice versa. I do not see that geographic consideration should be involved in this matter at all.

Let us face it this is nothing more than a pork barrel endeavor to get five pilot plants in five different States, all of the plants working on the same project and at a cost of \$5 million. The Department of the Interior and the Bureau of the Budget, have said that they do not need but 1 million and want but one pilot plant at this particular time. It would not be feasible to authorize more than one until they have developed more experience.

Mr. President, unless an agreement can be reached limiting the proposal to one pilot plant I shall offer the amendment and shall suggest the absence of a quorum so that we can get enough Senators present to have the yeas and nays ordered. Let the Senate decide whether it wants to increase the appropriation 500 percent over what the administration and every Government agency state is necessary.

Mr. MAGNUSON. Mr. President, I want the RECORD to show that this is not an appropriation. It is an authorization. We are not attempting to increase an appropriation at all.

Mr. WILLIAMS of Delaware. The authorization is for \$5 million, not for \$1 million, and authorization today means appropriation tomorrow.

Mr. MAGNUSON. The Senator said it was an appropriation.

Mr. WILLIAMS of Delaware. The Senator from Washington is well aware

of the fact that the next step would be an appropriation for \$5 million. It would ultimately end up with an appropriation.

Mr. MAGNUSON. Mr. President, we hope that we may get one, two, or three plants started. However, we do not know. We do want the RECORD to show that this is not an appropriation, but an authorization.

Mr. WILLIAMS of Delaware. Mr. President, if the Senator from Washington is willing to leave in the bill the authorization for five pilot plants with the proviso that under no circumstances can more than \$1 million be appropriated I will have no objection. However, the Senator knows as well as I do that he wants an authorization for \$5 million for the construction of five plants and later will be asking for the full appropriation.

I shall offer an amendment in line with what the administration says is the maximum amount needed and the maximum amount that can be utilized at this particular time.

I suggest the absence of a quorum.

The PRESIDING OFFICER. (Mr. RIBICOFF in the chair). The clerk will call the roll.

The legislative clerk proceeded to call the roll.

Mr. WILLIAMS of Delaware. Mr. President, I ask unanimous consent that the order for the quorum call be rescinded.

The PRESIDING OFFICER. Without objection, it is so ordered.

FINE ARTS COMMISSION ENGINEERING STUDY SHOWS FEASIBILITY OF RESTORATION OF WEST FRONT WITHOUT EXTENSION

Mr. PROXMIRE. Mr. President, I ask unanimous consent that, notwithstanding the provisions of section 3 of rule 8, relating to germaneness, I may be permitted to speak for 10 minutes.

Mr. BARTLETT. Mr. President, I ask unanimous consent that the request of the Senator from Wisconsin may be granted provided I do not lose my right to the floor.

The PRESIDING OFFICER. Is there objection? The Chair hears none, and it is so ordered.

Mr. PROXMIRE. Mr. President, in the controversy over the proposed extension of the west front of the Capitol, the proponents of this \$34 million project have had the advantage of engineering estimates and a prepared, detailed justification. The justification seems to many of us to be wholly inadequate. Many are deeply incensed with the proposal.

But the proponents enjoy the great advantage of being armed with a report that contends that the restoration of the west wall of the Capitol, to strengthen and shore it up, is infeasible and costly.

Having disposed of the "shore it up but don't extend it" alternative, which many Members of Congress and the general public would prefer on technical and unrevealed engineering grounds, they swiftly opt for the alternative of a massive expansion of Capitol space.

Fortunately, a competent and responsible engineering firm, Bernard F. Locraft, civil engineers, has made a comprehensive survey of the prospect of restoring the west wall without extending the west front. This interpretative report was made for the Commission of Fine Arts.

In my judgment, the report demonstrates the clear feasibility of repairing and rebuilding the west wall of the Capitol without the puffed-up, bloated extension and without the immense cost to incorporate what the distinguished Senator from Ohio [Mr. Young] has properly called a "king-sized Howard Johnson's" on Capitol Hill.

The recommendations of this report to Congress specifically refer to that cost. I think the report makes sense in its specific detail. The recommendations include:

A. Repair the badly cracked and distorted portions where the safety of structure is in danger. Replacement with new stones may be necessary in some cases.

B. Grout the backup wall and the voids between the facing and backup wall.

C. Waterproof all cracks and joints with the best means obtained through extensive study.

D. Remove the loose paint as much as possible without damaging the stone and repaint the whole building.

The report concludes:

We conclude, based on our study of the report, that the restoration of the existing West Front of the Capitol is not infeasible. Cost, hazard, and interference with occupancy will depend on the extent of restoration undertaken.

Mr. President, I ask unanimous consent that the entire report and a letter from William Waltson, Chairman of the Fine Arts Commission, be printed at this point in the RECORD.

There being no objection, the material was ordered to be printed in the RECORD, as follows:

BERNARD F. LOCRAFT,
CIVIL ENGINEERS,
Washington, D.C., February 4, 1966.

The COMMISSION OF FINE ARTS,
Interior Department Building,
Washington, D.C.

GENTLEMEN: We present herewith an interpretation of the "Report on the Structural Condition of the West Central Portion of the United States Capitol," November 1, 1964, prepared by the Thompson & Lightner Co., Inc. of Brookline, Massachusetts, and a discussion of the possible alternates for correcting the deficiencies reported therein. There are altogether five volumes containing reports of visual inspections, photographs, tables, diagrams and sketches. Based on this information, conclusions were drawn and recommendations made in said report as to:

1. Whether the existing wall can be repaired in its present condition.
2. Whether the existing wall can be refaced with marble in its present condition.
3. Whether remedial action requires extension of the West Central Front and its reconstruction in marble or
4. Whether any other means of preservation are deemed feasible and advisable.

First, the summary in the original report is reviewed and interpreted, item by item. Later, recommendations will be discussed based on our study of the report. (Direct quotations from the report are italicized.)

SUMMARY OF THE CONCLUSIONS IN THE REPORT

1. *The workmanship on the sandstone ashlar masonry facing is generally good. The sandstone ashlar masonry was carefully laid*

as to alignment and uniformity of thickness of joints. The joints were one-sixteenth to one-eighth-inch thick, with the face and rear bedded, but not a full bed. The stone was laid with alternate courses, keying in two or more inches.

2. *The workmanship on the fieldstone rubble masonry is generally inferior. The fieldstone rubble masonry were generally used for foundation walls, interior walls and piers and to backup the sandstone ashlar on the exterior walls. The center of the wall generally was poorly laid, containing small stones and many voids. Mortar is lacking in many joints and it was not thoroughly mixed. Keying between the ashlar and the backup wall was poor. Some of the wall interior appeared to have been constructed by dumping stone into scant beds of mortar.*

3. *The workmanship on the brick masonry is generally acceptable. The brick masonry generally was laid with weak mortar, uniform joints, but contained many voids.*

4. *The sandstone used for the exterior facing is an inferior material for use in a monumental structure. The sandstone is white to light brown gray color with the quartz sand grains largely cemented together by silica which is inert relative to the atmosphere. The compressive strength was 5,943 psi. on average, only about two-thirds of that of good sandstone. The modulus of rupture, 1,425 was low compared to good quality sandstone. Absorption, 9.57% was high relative to that of good sandstone. Lower strength and higher absorption normally correspond to lower durability relative to weather.*

5. *The fieldstone used for the backup of the sandstone and for foundation walls is generally a good material. The physical properties of fieldstone were investigated by laboratory tests of specimens cut from the cores. The data show that the compressive strength was 13,700 psi. which was lower than most granite and gneiss, and the range is large. The absorption of 0.34% is low and typical for granite and gneiss.*

6. *The brick used for the backup of the sandstone and for interior floor and foundation arches and walls is generally a satisfactory material. The clay brick was of reasonable uniformity of dimensions and of burning throughout the brick. Laboratory tests showed compressive strength of 4,243 psi. and saturation coefficient of 0.67%. Both are satisfactory.*

7. *The mortar used is largely a lime mortar and is generally not a good quality for such mortar. Laboratory tests showed that the sands from the mortars are all silica sand which have durability and strength. The gradation of the mortar sands was poor. The mortar strength, as determined by ease in breaking and of scratching with the point of a knife blade, ranged from an estimated 100 psi. to 2,000 psi. 30% of the mortar were leaner than good practice would require.*

8. *The masonry facings at the terrace level on the west side of both of the Old Senate and Old House Wings, which were not part of the original construction are displaced and require prompt removal and replacement with proper bonding to the backup wall. The bottom course should be of granite. Voids of varying widths were found behind almost all facing stone and the fieldstone or brick backup, evidencing movement of the two resulting from temperature and moisture, as well as settlement and load adjustment effect. There is no provision for expansion or contraction and as the joint of the facing stone are very small, expansion could cause the poorly backed ashlar to bulge out and contraction would open up the joints causing cracks to appear. Water getting into the cracks and freezing would further open the cracks and cause heaving out of the wall.*

9. *The entablature at the front of the Center Wing is displaced and requires prompt removal and replacement. The architrave*

part of the entablature has many cracks and open joints, one of which is approximately one inch wide. The architrave has deflected badly. The means of connection between the stones are not known, but probably are keys of metal or stone.

10. *The retaining walls of the terraces at both the Old Senate and Old House Wings require reconstruction of the foundation to provide adequate frost protection. For example, Drawing No. 11, Vol. II shows the cover over bottom of foundation to be 2'-2" and there is evidence of wall movement and Dwg. No. 22, Vol II shows a cover of 2'-6". Although the District of Columbia Building Code permits 2'-6" cover, 3'-6" would be considered proper for a monumental building of this type at this latitude.*

11. *The exterior walls of the West Central Portion of the Capitol are distorted and cracked, and require corrective action for safety and durability. The conclusion in regard to structural adequacy of the foundation is that generally the bearing values of the soil are acceptable and safe, except for the center wing where they are excessive. The computed stresses in the foundation walls and the exterior building walls would normally be considered acceptable and safe, except for the center wing. Cracking in joints and stones is largely in the area vertically between and around windows and doors. There are dropping of lintels and keystones, settlement of window frames and cracks in columns and plinth blocks. The character of the cracking shows that besides the effect of shrinkage of stones and mortars there must be also differential settlement of the foundations through the years causing cracking of the walls, as investigation of the stresses due to loads does not indicate overloading of the arches or lintels as a cause.*

12. *The attic roof slab in the House wing requires corrective action because of the extensive corrosion of the reinforcing steel.*

13. *Drawings should be prepared of the Capitol so that there is readily available information on the structural condition in relation to the many mechanical and electrical and other installations which have resulted in much cutting and patching. The drawings should be kept current so that the safety of structure as affected by changes in installations and usage can be readily checked.*

14. *Level readings of vertical movements and measurements of horizontal movements should be taken annually of all important elements of the Capitol so as to provide data as a basis for corrective action before cracking and failures occur.*

15. *Piezometer readings to check the ground water level should be made on a regular schedule and the data used to assist analysis of the settlement data.*

Measures suggested in the last three articles are essential for the proper maintenance and reparation of the building. This is true regardless of which remedial action is taken for the building.

The above are the conclusions and some of the recommendations of the original report. The essence seems to be that the foundations are adequate (except for the Central Wing and the low retaining wall in the court) and that while the walls suffer from some inferior workmanship and from some settlement and temperature cracks they are adequate to support the loads, but they are not adequately protected from weather and elements. Two locations in particular are mentioned as being in need of immediate repair: the veneer at the west face of the Old Senate and House Wings below the terrace level and the entablature at the top of the West Portico.

SUMMARY OF RECOMMENDATIONS IN THE REPORT AND DISCUSSION

Below are listed the recommendations from the original report, concerning the remedial action for the building. Following each recommendation a brief discussion

now from a crazy quilt, unsettling high interest rate pattern.

On the other hand, candor demands one note that the protax increase group misjudged the actual strength of the economy this year.

VIETNAM THE KEY

A tax increase might have put a real crimp in the economy. Recession? I doubt it, but that "lull" might have been more painful.

To be sure, there has instead been an inflation of prices, damaging, but not crippling. This has been the "trade off" for keeping unemployment low.

But what of the future? The only thing that is certain is that Vietnam is the key. If Tobin's hunch is right, then 1967 could see a cost push inflation (wages and prices out of hand) supplementing today's demand pull inflation (too many dollars chasing too few goods).

Then the debate will start all over again, and economic logic, "new" or "old," will again demand a tax boost.

PENTAGON EXPERT STUDIES HOW TO STEM VIETNAM INFLATION

Mr. PROXMIRE. One of the ablest young men with whom I have worked closely in recent years is Leslie Aspin. He comes from Wisconsin and is a graduate of Yale summa cum laude, 1960. He then studied at Oxford and received his master's degree in 1962 in economics. He completed his doctorate study at the Massachusetts Institute of Technology. For some months he has served in the Pentagon as an outstanding economist.

A few days ago, he was sent to Saigon by Secretary McNamara to make a study and report on inflation in Vietnam.

The Aspin report on Vietnam could be extremely significant. We all know how vital it is to win political stability in South Vietnam if we are to have a chance to negotiate peace and self determination. It is vital that we succeed in stemming Vietnam's rampant inflation, if we are to develop the basis for political stability.

The Aspin study will contribute to that vital objective.

I ask unanimous consent to have an article published in the Milwaukee Sentinel, entitled "Shorewood Economist Aids Saigon Fight on Inflation," written by James G. Wieghart, printed in the RECORD.

There being no objection, the article was ordered to be printed in the RECORD, as follows:

SHOREWOOD ECONOMIST AIDS SAIGON FIGHT ON INFLATION

(By James G. Wieghart)

WASHINGTON, D.C.—A Shorewood economist left for Saigon Thursday to help fight inflation—which next to the Vietcong poses the most serious threat to the South Vietnamese government.

He is Leslie Aspin, 27, of 3935 N. Ridgefield circle, an economic advisor to Defense Secretary McNamara.

Aspin will spend two to three weeks touring South Vietnam to determine if the recent anti-inflationary steps taken by the United States government will be sufficient to save that country's economy.

The South Vietnamese government last Saturday announced a massive devaluation of its piaster currency, which had been depreciating alarmingly under the onslaught of inflation.

As a result of the devaluation, the commercial exchange rate of the piaster to the

dollar was raised from 60 to 1 to 118 to 1. The new rates consist of an 80 to 1 exchange plus a 38 piaster tax, for a total of 118 piasters per \$1.

Aspin conceded that the American government views the Vietnamese economic crisis just as seriously as it does the political crisis brought on by Buddhist dissidents who have sought to unseat the Saigon government.

He said that the country is undergoing an almost classical wartime inflation brought on by a decline and dislocation in agricultural and industrial production due to the war.

This is aggravated by mounting government defense expenditures and falling revenue caused by decreasing tax collections. On top of all this is the tremendous economic pressure generated by the presence of 260,000 American troops plus the tremendous United States spending for port and other facilities.

Just how serious inflation has become in Vietnam is evidenced by the increase in the money supply from 25 billion piasters in April, 1964, to more than 57 billion now, Aspin said. He said the cost of living has risen 130% since January, 1962.

He pointed out that food prices alone have jumped 84% since the eve of the American buildup in January, 1965, and have risen 15% in the last six weeks.

A recent report from Vietnam lists the price for the most common brand of rice eaten in Saigon at 1,120 piasters for about 200 pounds. In January, the cost of the same quantity was estimated at about 800 piasters. The report said the average Vietnamese family spends about 13% of its budget for rice.

Aspin said that efforts to bring the South Vietnamese economy in line is a joint one between the South Vietnamese government, the international monetary fund and the American government, particularly the defense and state departments.

He said he will check on methods for distributing the defense department's massive spending to avoid disrupting the economy. One way to do this, he said, is for the defense department to buy as much of its supplies as possible from sources outside of South Vietnam.

The American government also is helping to increase the supply of goods by releasing 160 million dollars to the South Vietnamese treasury for imports between now and September.

Aspin has been an economic adviser to McNamara since he received his Ph.D. from the Massachusetts Institute of Technology last February.

He was graduated from Shorewood high school in 1956, and received his bachelor's degree in history from Yale university where he was graduated summa cum laude in 1960.

He received his master's degree in economics, politics and philosophy at Oxford (England) university in 1962.

Aspin also has been active behind the scenes in Wisconsin politics. In the summer of 1960 he worked in the office of Sen. PROXMIRE (D-Wis.). From February to November, 1964, he was campaign director for PROXMIRE.

In July, 1965, he directed a fund raising dinner for PROXMIRE and in August 1965, he was director of a fund raising dinner for Lt. Gov. Patrick J. Lucey.

Aspin also has had experience as an economic consultant. In the summer of 1961, he was economic adviser to the United Africa Co., Freetown, Sierra Leone in western Africa.

In the summer of 1963 he was assistant to Walter Heller, another former Shorewood man who was then chairman of the council of economic advisers in the Kennedy administration.

His mother, Mrs. Leslie Aspin, lives at the Shorewood address.

SCHOOL MILK PROGRAM SHOULD NOT BE MERGED WITH LUNCH PROGRAM

Mr. PROXMIRE. Mr. President, when Secretary of Agriculture Orville Freeman testified before the Senate Agriculture Committee on June 21, he endorsed a permanent special milk program for schoolchildren with no authorization ceiling. Of course, this greatly pleased those of us who have been fighting for a continuation of the program in its present form.

However, it was a matter of some concern to me that in his statement Secretary Freeman alluded to the milk program only once—in a single paragraph. This concerns me, because it indicates that the milk program might be swallowed up in the school lunch program if it is included as a part of that program.

For example, the lunch program requires one-half pint of milk to be served with a school lunch if the Federal Government is to contribute to the cost of that lunch. However, the Federal contribution does not go toward the cost of the milk. On the other hand, the school milk program provides for Federal reimbursement for half-pints of milk consumed at midmorning and midafternoon milk breaks.

It is quite possible that, if these two programs were merged, the school milk program might in the years ahead be used to pay for that half-pint of milk at lunch without a corresponding increase in the funds available. This, of course, would require a cutback in the amount of milk provided in midmorning and midafternoon.

This is just one of the problems that could arise if the programs are merged. It is enough to indicate, however, the dangerous precedent we would be setting. Consequently, I sincerely hope that the Senate Committee on Agriculture and Forestry will take action to insure the integrity of the school milk program at this vital juncture in its history.

FISH PROTEIN CONCENTRATE

The Senate resumed the consideration of the bill (S. 2720) to authorize the Secretary of the Interior to develop, through the use of experiment and demonstration plants, practicable and economic means for the production by the commercial fishing industry of fish protein concentrate.

The PRESIDING OFFICER. The question is on agreeing to the committee amendments en bloc.

The committee amendments were agreed to en bloc.

The PRESIDING OFFICER. The bill is open to further amendment.

Mr. WILLIAMS of Delaware. Mr. President, I send to the desk two amendments and ask that they be stated.

The PRESIDING OFFICER. The amendments will be stated for the information of the Senate.

The legislative clerk read the amendments, as follows:

On page 2, lines 13 and 14, strike out the words "not to exceed five experimental and demonstration plants" and insert "one experimental and demonstration plant"; and

on page 4, line 5, strike out "\$5,000,000" and insert in lieu thereof "\$1,000,000".

Mr. WILLIAMS of Delaware. Mr. President, I ask unanimous consent that these amendments be considered en bloc.

The PRESIDING OFFICER. Without objection, it is so ordered.

Mr. WILLIAMS of Delaware. Mr. President, I ask for the yeas and nays on the amendments.

The yeas and nays were ordered.

Mr. KUCHEL. Mr. President, will the Senator from Delaware yield on a procedural question?

Mr. WILLIAMS of Delaware. I yield to the Senator from California.

UNANIMOUS-CONSENT AGREEMENT

Mr. KUCHEL. Mr. President, as I suggested informally to my colleagues on the majority side, members of the mincristy leadership are necessarily absent at an important luncheon downtown. If, however, we were able to agree on a time certain for the yea-and-nay vote which has just been ordered, it would accommodate them. Therefore I ask unanimous consent that the yea-and-nay vote take place at 2:30 p.m.

The PRESIDING OFFICER. Is there objection?

Mr. MAGNUSON. Mr. President, reserving the right to object, this is a bill which, of course, is very important to us in the fishery States but it is a bill that I believe is not of great interest to some Senators. We told the Senate on Friday that the bill would be brought up today and that it would be the only business for today. The Senator from Alaska and I would not mind putting this over until tomorrow, but we found that on tomorrow the calendar of the Senate will be wholly preoccupied with another important, major bill and we probably would not get the opportunity to get our bill through. I do not know whether there is anything else before the Senate between now and 2:30 o'clock. I did not know so many Senators were interested in having a yea-and-nay vote on the amendments of the Senator from Delaware [Mr. WILLIAMS].

There is one other point I would like to make. That is many of us have been very patient with the Food and Drug Administration while they have been considering the proposal from the Bureau of Commercial Fisheries. I hope these apparent recent delays will not become serious and disturb this fine understanding and relationship.

Mr. WILLIAMS of Delaware. I have no objection to—

Mr. KUCHEL. Mr. President, putting the question, has my unanimous-consent request been acted upon?

Mr. MAGNUSON. Mr. President, I am not going to object, but I hope that we can dispose of this matter and get on our way with other important legislation. There is not much more to debate between now and 2:30 o'clock on the Senator's amendments, unless he has something more to say.

Mr. GORE. Mr. President, reserving the right to object, would the able Senator from California [Mr. KUCHEL] indicate on what basis he concludes that this luncheon downtown is important?

Mr. KUCHEL. On the basis that it concerns the revitalization of my political party.

Mr. GORE. Mr. President, I withdraw my objection on that ground. [Laughter.]

The PRESIDING OFFICER. Is there objection to the request of the Senator from California? The Chair hears none, and the yea-and-nay vote will therefore be at 2:30 o'clock p.m.

Mr. KUCHEL. I thank the Chair.

Mr. WILLIAMS of Delaware. Mr. President, I am not going to delay the bill, but I should like to restate the question.

The purpose of the amendments is merely to bring to bill in line with the recommendations of the administration and every agency affected. I see no reason why the bill should provide for five experimental pilot plants when the agency says they cannot efficiently use but one at this time.

I ask unanimous consent to have printed in the RECORD excerpts from the letter of Director Donald F. Horning, from the Office of Science and Technology in the Executive Office of the President, which endorses the legislation in principle, but specifically recommends that one pilot plant be constructed.

There being no objection, the excerpt was ordered to be printed in the RECORD, as follows:

I am fully in support of the objectives of S. 2720 and agree with its approach. On the basis of the experience gained by the Bureau of Commercial Fisheries in developing a promising laboratory process, I believe that there is need for the construction of a single experimental and demonstration pilot plant which would pave the way for the subsequent construction of semicommercial and full-scale production plants.

We now have a fragmented, hand-operated laboratory process. A necessary next step is to construct a relatively small experimental continuous process plant with maximum flexibility for the conduct of engineering research studies under a wide range of conditions.

Mr. WILLIAMS of Delaware. I also ask unanimous consent to have printed in the RECORD excerpts from the letter of the Department of the Interior, and an excerpt from the letter of the Comptroller General.

There being no objection, the excerpts were ordered to be printed in the RECORD, as follows:

INTERIOR COMMENTS

We recommend the enactment of the bill with the amendments suggested herein.

S. 2720 authorizes the Secretary of the Interior to increase his present fish protein concentrate research and experimentation program and to build five experiment and demonstration plants to produce this concentrate. The bill authorizes a maximum appropriation of \$5 million to construct these plants and additional sums for operation and maintenance and the program itself.

Our amendments and comments thereon are as follows:

1. On page 2, lines 4 and 5, delete the words "not to exceed five experiment and demonstration plants" and insert "one experiment and demonstration plant."

2. Delete the last sentence in subsection 2(a) of the bill.

3. On page 2, lines 6, 15, 18, and on page 3, lines 1, 21, and 24 delete "plants" and insert "plant".

4. On page 2, line 23, delete "or plants".

5. On page 3, line 4, delete "Each constructed" and substitute "The".

These changes reduce the number of authorized plants from five to one. This plant would be an expanded version of the existing model-scale solvent system developed by the Bureau of Commercial Fisheries of this Department. Studies utilizing the currently available model unit have indicated that a highly nutritious fish protein concentrate (FPC) can be produced using solvent extraction procedures.

It is now necessary to determine whether a similar product can be manufactured on a commercial scale within the economic limits required. It is also necessary to produce larger quantities of FPC for testing purposes—to determine and demonstrate where and to what extent it can be used as a supplement with other food stuffs.

These needs justify the construction and operation of one experiment and demonstration plant by the Federal Government at this time.

It is possible, however, that when the studies on other families of fishes are completed, additional plants may be needed. At that time, the operation of the single plant proposed herein will permit us to design more efficient solvent-extraction plants, tailored to the specific characteristics of these other families of fishes. In addition, work is underway on two other basic processes for the production of FPC—namely, an enzymatic digestion process and a physical cell disruption process.

It should be emphasized that we do not now have a marketable product. Nor do we know whether it can be manufactured on a commercial scale within reasonable economic limits.

COMPTROLLER GENERAL COMMENTS

It is our understanding that as of October 31, 1965, the Food and Drug Administration has not approved whole fish protein concentrate for human consumption. Accordingly, you may wish to consider amending this section of the bill to provide for deferment of plant construction until such time as the Secretary of the Interior shall ascertain that the Food and Drug Administration will approve a whole fish protein concentrate for human consumption.

Mr. WILLIAMS of Delaware. Mr. President, each of these agencies heartily endorses the principle that we need but one pilot plant at this particular time. They agree that it would be a waste of money to build five pilot plants at this time. I think it would be the height of folly for the Senate to pass this bill authorizing the expenditure of five times as much as the agencies themselves say they need or think they can spend efficiently, particularly at a time when we are already operating on a deficit of several million dollars per day.

Mr. President, I suggest the absence of a quorum.

The PRESIDING OFFICER. The clerk will call the roll.

The legislative clerk proceeded to call the roll.

Mr. PASTORE. Mr. President, I ask unanimous consent that the order for the quorum call be rescinded.

The PRESIDING OFFICER. Without objection, it is so ordered.

Mr. SALTONSTALL. Mr. President, I am sure that most Members of this body are familiar with fish protein concentrate and the efforts which a number of us have made to have it included in our food-for-peace program when it has

been approved by the Food and Drug Administration.

The Congress authorized a study by the Department of the Interior of several methods of preparing fish protein concentrate, and as a result of these studies, I am certain the FDA will shortly announce its approval.

Some of our colleagues from wheat growing States have expressed concern that fish protein concentrate is some sort of fish flour that could replace wheat products. I hope those fears have been put to rest, for fish protein concentrate cannot be baked as a loaf of bread but must be added to flour or rice. Fish protein concentrate is a diet supplement sorely needed in those areas where 50 percent of the world's population is undernourished.

There are billions of pounds of fish in our coastal and inland waters that yearly go unharvested because there is no market for them. I urge the Senate to take favorable action on this bill in order that we may develop and utilize this tremendous resource which would benefit our fishing industry, but more importantly would provide, at a minimal cost, the protein needs of a hungry world.

Mr. PASTORE. Mr. President, a parliamentary inquiry.

The PRESIDING OFFICER. The Senator will state it.

Mr. PASTORE. What is the pending business?

The PRESIDING OFFICER. The amendments of the Senator from Delaware [Mr. WILLIAMS] to S. 2720.

Mr. PASTORE. Mr. President, it is my understanding that the Committee on Commerce, after having held hearings on the bill which was introduced by the Senator from Alaska [Mr. BARTLETT] and the Senator from Washington [Mr. MAGNUSON] recommended that there be established in the United States five experimental plants to explore the whole question of fish protein concentrate for human consumption.

The Chair will recall that the matter that has come before the Senate today is not strange at all. It is a problem that many people in various parts of the country have been concerned with for a long time. I am particularly interested in it because I come from New England, and there we have a large number of commercial fishermen and a sizable part of our economy is derived from the fishing industry, of which we are very proud.

The question of whether or not we can develop fish protein concentrate for human consumption has been a problem in which many Senators have been involved for a long time. As a matter of fact, we have been discussing the problem with the Food and Drug Administration, to find out whether or not they would give it their stamp of approval. That Administration has given some substantial reasons why they could not, at this time, do so.

The fact remains that whether or not this process can be intelligently developed depends entirely upon research and study, and the extent to which such re-

search and study are made feasible. The so-called Williams amendment recognizes the need, because it does not direct itself to the complete rejection of the purposes. It merely says that rather than five plants, we ought to have one.

I suggest, Mr. President, that one would not be satisfactory. First of all, such research must be highly competitive. It must be done in various parts of the country, in each of which the problem is a little different. For instance, the fish in the northern waters of the Pacific are considerably different from those in the northern waters of the Atlantic.

Five million dollars, of course, is a great deal of money; I understand that. But considering the problem that confronts us, and not compared to the fine results which can be achieved, I think it would be penny wise and pound foolish to reduce the authorization from five experimental plants to one, as suggested by the Senator from Delaware.

I do not impugn his sincerity nor his motive; but I feel that the adoption of his amendment, reducing the number of plants from five to one, would be most unwise. I hope that the Senate will leave the bill exactly as it was reported from the Committee on Commerce. I believe that to be very much in the public interest.

In a world where we have such a shortage of food in many places—in a world of 3.5 billion people, where one billion will go to bed hungry tonight—if we can develop this very inexpensive protein, which has a high quality nutrition value, and advance it to a point where people can consume it as food, we will be making a distinct contribution to humanity.

Therefore, I believe that here we can make a fine investment for the future. I hope that the amendment will be defeated, that the bill as reported will pass, and that the 5 so-called research plants will be established in due course.

Mr. President, I suggest the absence of a quorum.

The PRESIDING OFFICER. The clerk will call the roll.

The legislative clerk proceeded to call the roll.

Mr. KUCHEL. Mr. President, I ask unanimous consent that the order for the quorum call be rescinded.

The PRESIDING OFFICER. Without objection, it is so ordered.

Mr. KUCHEL. Mr. President, so that Senators may understand, is it correct that at 2:30, by virtue of the previous order, the Senate will vote on the amendments offered by our able friend, the Senator from Delaware [Mr. WILLIAMS]?

The PRESIDING OFFICER. The Senator from California is correct. The clerk was in the process of calling the roll for a quorum.

Mr. KUCHEL. Mr. President, I suggest the absence of a quorum.

The PRESIDING OFFICER. The clerk will call the roll.

The legislative clerk proceeded to call the roll.

Mr. INOUE. Mr. President, I ask unanimous consent that the order for the quorum call be rescinded.

The PRESIDING OFFICER (Mr. BYRD of Virginia in the chair). Without objection, it is so ordered.

Mr. DOUGLAS. Mr. President, I am deeply interested in this coming vote on the high protein fish concentrate bill. I believe that I was the first Senator or Representative to take an interest in that product and to press for its adoption.

It so happens that a constituent of mine in Illinois, Mr. Ezra Levin, who, as head of the Viobin Corp., long ago developed a sanitary process by which high protein fish concentrate could be extracted from fish. This is a product which is 83 percent pure protein, and could be produced in quantity at a cost of 12 to 14 cents a pound depending upon whether the fish taste was retained or removed.

I investigated this process and became deeply convinced that it was of enormous importance particularly in the high temperature regions of the world—in the tropical zones—where because of the heat, protein in the form of milk, cheese, and meat cannot be preserved. A fish concentrate, therefore, could provide the necessary protein to help cure the dietary deficiencies of the people in these areas.

It has been found that people in the tropical zones tend to have more cartilage in their bones than do those who live in more temperate zones because of the lack of protein. This is their most serious dietary deficiency. By catching the abundant fish in the sea and processing them, we can secure this inexpensive food.

In the beginning, we were opposed by many interests but particularly by the Food and Drug Administration, then under the administration of George P. Larrick. He admitted that the product was sanitary, that it was not toxic in any way, and that the series of water and alcoholic washes, plus the baking which the fish had received produced a clean, pure and wholesome product. Mr. Larrick further admitted that it was cheap and that it was needed; but, he said, fish flour or high protein fish concentrate raised unesthetic thoughts in people's minds because it was extracted from the whole fish which included the intestines and head—although, as I said, all impurities had been removed.

Mr. President, I hold in my hand and show all Senators some of this powder. It is not only harmless, but highly beneficial.

As a result of the work which some of us did, the Department of the Interior launched a parallel investigation, at a cost of \$1,800,000. The process which they developed is probably somewhat inferior to Levin's process. I personally felt that this field should be left open to private enterprise which had begun the work, but I was perfectly willing to agree to one governmental high protein fish concentrate plant in order that both kinds of approaches could be used.

I found to my surprise that an amendment was being introduced to increase this number to five.

Mr. BARTLETT. Mr. President, will the Senator from Illinois yield?

Mr. DOUGLAS. I am happy to yield to the Senator from Alaska.

Mr. BARTLETT. The original bill called for five pilot plants. The bill which was introduced called for five.

Mr. DOUGLAS. Yes, but the Department of Interior itself requested only one.

Mr. President, I ask unanimous consent that the letter from Harry R. Anderson, Assistant Secretary of the Interior to the chairman of the committee which appended upon page 6 of committee report No. 1304 be inserted in the RECORD following my remarks.

The PRESIDING OFFICER. Without objection, it is so ordered.

(See exhibit 1.)

Mr. DOUGLAS. Mr. President, now the bill which is before the Senate calls for five pilot plants.

I would be very glad to agree to one, but I believe that five is going a little bit too far, because I think this is a field which should be kept open not merely for public work but also for private work.

I must admit that I have something of a feeling that since Mr. Levin has borne the heat and the burden of opposition to his concentrate, and has spent hundreds of thousands of dollars to promote this product when it was so bitterly opposed by the Food and Drug Administration, that he should not be swamped now by a tremendous flood of Government-financed fish concentrate.

It is my information that thus far the Bureau of Fisheries' product is inferior to the Viobin or Mr. Levin's product. Therefore, it seems to me, this is pushing public enterprise too far and penalizing private enterprise for having borne the heat and the burden of the battle as well as the cost of experimentation.

It is of course heartening to see that now everybody wants a plant whereas only a few months ago, almost no one but Mr. Levin, myself, and a handful of my colleagues, were interested in the process.

It is, therefore, with great regret that I shall vote against having five plants, but shall vote for having one.

Mr. WILLIAMS of Delaware. Mr. President, in response to the question of the Senator from Illinois, I agree that this is a field in which we should do more exploration but, as the Department of the Interior and the Director of the Budget so ably pointed out, it would be a waste of money to start five pilot plants at this time. They should start with one, and then as a result of that experience if they need other pilot plants they might build them. But five plants now would be duplication. Every agency of the Government has recommended strongly, and I have placed their letters in the RECORD, that it be confined to one pilot plant at this time.

Mr. DOUGLAS. That is my feeling very strongly.

Mr. President, I am chiefly interested in high protein fish concentrate. It is marvelous when applied to rice. It will help cure the dietary deficiencies of hundreds of millions of people who now live in tropical portions of the world.

EXHIBIT 1

U.S. DEPARTMENT OF THE INTERIOR,
OFFICE OF THE SECRETARY,
Washington, D.C., April 22, 1966.

HON. WARREN G. MAGNUSON,
Chairman, Committee on Commerce,
U.S. Senate, Washington, D.C.

DEAR SENATOR MAGNUSON: Your committee has requested this Department's comments on S. 2720, a bill "To authorize the Secretary of the Interior to develop, through the use of experiment and demonstration plants, practicable and economic means for the production by the commercial fishing industry of fish protein concentrate."

We recommend the enactment of the bill with the amendments suggested herein.

S. 2720 authorizes the Secretary of the Interior to increase his present fish protein concentrate research and experimentation program and to build five experiment and demonstration plants to produce this concentrate. The bill authorizes a maximum appropriation of \$5 million to construct these plants and additional sums for operation and maintenance and the program itself.

Our amendments and comments thereon are as follows:

1. On page 2, lines 4 and 5, delete the words "not to exceed five experiment and demonstration plants" and insert "one experiment and demonstration plant."

2. Delete the last sentence in subsection 2(a) of the bill.

3. On page 2, lines 6, 15, 18, and on page 3, lines 1, 21, and 24, delete "plants" and insert "plant".

4. On page 2, line 23, delete "or plants".

5. On page 3, line 4, delete "Each constructed" and substitute "The".

These changes reduce the number of authorized plants from five to one. This plant would be an expanded version of the existing model-scale solvent system developed by the Bureau of Commercial Fisheries of this Department. Studies utilizing the currently available model unit have indicated that a highly nutritious fish protein concentrate (FPC) can be produced using solvent extraction procedures.

It is now necessary to determine whether a similar product can be manufactured on a commercial scale within the economic limits required. It is also necessary to produce larger quantities of FPC for testing purposes—to determine and demonstrate where and to what extent it can be used as a supplement with other foodstuffs.

These needs justify the construction and operation of one experiment and demonstration plant by the Federal Government at this time. The safety and wholesomeness of solvent-extracted FPC has, to date, been demonstrated only for hake belonging to the Merlucciidae and Gadidae families, including the silver hake, the white hake, the squirrel or red hake, and Pacific hake. Studies leading to the extension of the solvent process to other families of schooling fishes, notably the menhaden, are now underway, but completion of such studies cannot be anticipated in the very near future. In as much as fishes of the hake family enjoy only a relatively limited geographic distribution in the waters of our east and west coasts, construction, at this time, of five FPC demonstration plants would be premature.

It is possible, however, that when the studies on other families of fishes are completed, additional plants may be needed. At that time, the operation of the single plant proposed herein will permit us to design more efficient solvent-extraction plants, tailored to the specific characteristics of the other families of fishes. In addition, work is underway on two other basic processes for the production of FPC—namely, an enzymatic digestion process and a physical cell disruption process.

It is conceivable that development of either

or both of these processes might cause the solvent-extraction process to be relatively uneconomical or even obsolete.

6. We recommend that subsection 2(e) be deleted. Congress is now considering general legislation on the subject of foreign sales and donations of food which would revise the existing Public Law 480 program. We strongly believe the use of fish protein concentrate in international programs should be considered in the context of the general legislation rather than this bill.

7. On page 3, line 21, change "\$5,000,000" to "\$1,000,000".

We believe that the cost of constructing this single plant will not exceed \$1 million. We estimate that about \$500,000 will be needed each year to operate and maintain the plant and to conduct onsite quality control and engineering experimentation work.

The President's patent policy statement of October 13, 1963, will govern the disposition of rights to any inventions made by an operating contractor under subsection 2(b) of the bill. That statement provides that since the experimental work will be in the fields affecting public health and welfare and directed to a process or product intended for public use, the Government would normally acquire the principal rights.

We believe enactment of the subject bill, in accordance with the suggested amendments, would provide for the perfection and demonstration of commercial scale processing techniques to produce an economical, highly nutritious, simply stored, and easily transported food substance. Additionally, it would encourage the development of markets for the products produced by these plants. There is widespread interest in the FPC program, as indicated by some 15 major domestic food manufacturers who indicate an interest in testing the feasibility of incorporating high quality fish protein concentrate into their products. These include baked goods, candy, cereals, nondairy baby foods, and dietary foods. In addition, interest in incorporating FPC in the diets of millions of protein-starved peoples in the developing countries throughout the world has been expressed by organizations such as the Agency for International Development, United Nations Children's Fund, World Health Organization, and the Food and Agriculture Organization of the United Nations.

We have considered alternative approaches to that taken in S. 2720, as amended herein. One possible approach is that of contracting with one or two representatives of the commercial fishing industry to carry out the objectives of this bill. We believe, however, that this approach has two major drawbacks, not apparent in the approach taken by this bill.

The first is the cost. We have estimated that the cost of the demonstration plant approach to produce 3,000 tons of fish protein concentrate for 1 year will be about \$1.5 million. We believe the contract approach will result in higher costs for the same amount of fish protein concentrate, especially if we require the contractor to perform in a manner that will carry out all the experiments we plan in the demonstration plant approach in developing a product and a process. It should be emphasized that we do not now have a marketable product. Nor do we know whether it can be manufactured on a commercial scale within reasonable economic limits. Furthermore, the contractor has no present-day market for it. The cost of developing all of these items will be substantial to the private investor who must make a return on his investment. The plant constructed by Government, on the other hand, will be operated in a flexible manner and no profit is required.

The second is the fact that we want to benefit the entire industry, not just that portion of industry which has the most

money to risk. One must recognize that the commercial fishing industry is primarily composed of many small entrepreneurs. The contract approach would benefit only the largest entrepreneurs in the industry. We believe that such a result is not in the public interest. In addition, we believe it would take longer to follow the contract approach with uncertain results.

The Bureau of the Budget has advised that there is no objection to the presentation of this report from the standpoint of the administration's program.

Sincerely yours,

HARRY R. ANDERSON,
Assistant Secretary of the Interior.

Mr. WILLIAMS of Delaware. Mr. President, unless someone else wishes to speak, I should like to suggest the absence of a quorum, until the hour of 2:30 o'clock shall have arrived.

Mr. BARTLETT. Mr. President, I have nothing further to say on this subject.

Mr. WILLIAMS of Delaware. Mr. President, I suggest the absence of a quorum.

Mr. DOUGLAS. Mr. President, will the Senator from Delaware withhold his request for a moment?

Mr. WILLIAMS of Delaware. Mr. President, I withhold my request for a call of a quorum.

The PRESIDING OFFICER. Without objection, it is so ordered.

Mr. DOUGLAS. Mr. President, a parliamentary inquiry.

The PRESIDING OFFICER. The Senator from Illinois will state it.

Mr. DOUGLAS. What is the pending question now before the Senate?

The PRESIDING OFFICER. The amendments of the Senator from Delaware.

Mr. WILLIAMS of Delaware. Mr. President, let me say for the information of the Senate that my amendments now before the Senate now merely strike out the figure "5" where it appears in the bill and inserts the figure "1"; it also strikes out the figure "\$5 million," and inserts the figure "\$1 million." This brings the bill back into line with the recommendations of the Department of the Interior and the Director of the Budget that there should be but one pilot plant at this particular time. The purpose of my amendments is to carry out the recommendation for one pilot plant, and it is in accord with administration recommendations.

Why should the Senate increase this request by 500 percent?

Mr. BARTLETT. Mr. President, if the Senator from Delaware will yield, I wish to make only one statement before the vote is taken, and that is that the bill calls for five pilot plants as reported by the Committee on Commerce with, as I recall, only one dissenting vote.

The PRESIDING OFFICER. The hour of 2:30 o'clock p.m., having arrived, the Senate, pursuant to previous order, will now proceed to vote on the amendments of the Senator from Delaware [Mr. WILLIAMS] to the bill, S. 2720.

On this question the yeas and nays have been ordered; and the clerk will call the roll.

The legislative clerk called the roll.

Mr. INOUE. I announce that the Senator from Tennessee [Mr. BASS], the Senator from Arizona [Mr. HAYDEN], the Senator from Massachusetts [Mr. KENNEDY], the Senator from Missouri [Mr. LONG], the Senator from Louisiana [Mr. LONG], the Senator from Oregon [Mrs. NEUBERGER], the Senator from Maryland [Mr. TYDINGS], and the Senator from New Jersey [Mr. WILLIAMS] are absent on official business.

I also announce that the Senator from Maryland [Mr. BREWSTER], the Senator from South Dakota [Mr. BURDICK], the Senator from Mississippi [Mr. EASTLAND], the Senator from New York [Mr. KENNEDY], the Senator from Ohio [Mr. LAUSCHE], the Senator from New Hampshire [Mr. MCINTYRE], the Senator from Maine [Mr. MUSKIE], the Senator from Rhode Island [Mr. PELL], the Senator from West Virginia [Mr. RANDOLPH], the Senator from South Carolina [Mr. RUSSELL], and the Senator from Florida [Mr. SMATHERS] are necessarily absent.

I further announce that, if present and voting, the Senator from Louisiana [Mr. LONG], the Senator from Maryland [Mr. TYDINGS], the Senator from Rhode Island [Mr. PELL], the Senator from New York [Mr. KENNEDY], and the Senator from Massachusetts [Mr. KENNEDY] would each vote "nay."

On this vote, the Senator from Maryland [Mr. BREWSTER] is paired with the Senator from Arizona [Mr. FANNIN]. If present and voting, the Senator from Maryland would vote "nay," and the Senator from Arizona would vote "yea."

On this vote, the Senator from Florida [Mr. SMATHERS] is paired with the Senator from Texas [Mr. TOWER]. If present and voting, the Senator from Florida would vote "nay," and the Senator from Texas would vote "yea."

On this vote, the Senator from New Jersey [Mr. WILLIAMS] is paired with the Senator from Iowa [Mr. MILLER]. If present and voting, the Senator from New Jersey would vote "nay," and the Senator from Iowa would vote "yea."

Mr. KUCHEL. I announce that the Senator from Kansas [Mr. CARLSON] is absent on official business.

The Senator from New Hampshire [Mr. COTTON], the Senator from Arizona [Mr. FANNIN], the Senator from Michigan [Mr. GRIFFIN], the Senator from Iowa [Mr. MILLER], the Senator from California [Mr. MURPHY], the Senator from New York [Mr. JAVITS], and the Senator from Texas [Mr. TOWER] are necessarily absent.

Also the Senator from Illinois [Mr. DIRKSEN], and the Senator from Iowa [Mr. HICKENLOOPER] are necessarily detained.

If present and voting, the Senator from California [Mr. MURPHY] would vote "yea."

On this vote, the Senator from Arizona [Mr. FANNIN] is paired with the Senator from Maryland [Mr. BREWSTER]. If present and voting, the Senator from Arizona would vote "yea," and the Senator from Maryland would vote "nay."

On this vote, the Senator from Iowa [Mr. MILLER] is paired with the Senator from New Jersey [Mr. WILLIAMS]. If

present and voting, the Senator from Iowa would vote "yea," and the Senator from New Jersey would vote "nay."

On this vote, the Senator from Texas [Mr. TOWER] is paired with the Senator from Florida [Mr. SMATHERS]. If present and voting, the Senator from Texas would vote "yea," and the Senator from Florida would vote "nay."

The result was announced—yeas 23, nays 48, as follows:

[No. 117 Leg.]

YEAS—23

Aiken	Fong	Pearson
Allott	Holland	Russell, Ga.
Bennett	Hruska	Scott
Boggs	Jordan, Idaho	Simpson
Byrd, Va.	McGovern	Thurmond
Curtis	Morton	Williams, Del.
Dominick	Mundt	Young, N. Dak.
Douglas	Nelson	

NAYS—48

Anderson	Harris	Montoya
Bartlett	Hart	Morse
Bayh	Hartke	Moss
Bible	Hill	Pastore
Byrd, W. Va.	Inouye	Prouty
Cannon	Jackson	Proxmire
Case	Jordan, N.C.	Ribicoff
Church	Kuchel	Robertson
Clark	Magnuson	Saltonstall
Cooper	Mansfield	Smith
Dodd	McCarthy	Sparkman
Ellender	McClellan	Stennis
Ervin	McGee	Symington
Fulbright	Metcalf	Talmadge
Gore	Mondale	Yarborough
Gruening	Monroney	Young, Ohio

NOT VOTING—29

Bass	Hickenlooper	Muskie
Brewster	Javits	Neuberger
Burdick	Kennedy, Mass.	Pell
Carlson	Kennedy, N.Y.	Randolph
Cotton	Lausche	Russell, S.C.
Dirksen	Long, Mo.	Smathers
Eastland	Long, La.	Tower
Fannin	McIntyre	Tydings
Griffin	Miller	Williams, N.J.
Hayden	Murphy	

So the amendments of Mr. WILLIAMS of Delaware were rejected.

Mr. MAGNUSON. Mr. President, I move to reconsider the vote by which the amendments were rejected.

Mr. BARTLETT. Mr. President, I move to lay that motion on the table.

The motion to lay on the table was agreed to.

The PRESIDING OFFICER. The bill is open to further amendment. If there be no further amendment to be proposed, the question is on the third reading of the bill.

The bill was ordered to a third reading, and was read the third time.

The PRESIDING OFFICER. The bill having been read the third time, the question is, Shall it pass?

The bill (S. 2720) was passed.

Mr. BARTLETT. Mr. President, I move to reconsider the vote by which the bill was passed.

Mr. MAGNUSON. Mr. President, I move to lay that motion on the table.

The motion to lay on the table was agreed to.

MANPOWER SERVICES ACT OF 1966

Mr. MANSFIELD. Mr. President, I ask unanimous consent that the Senate proceed to the consideration of S. 2974, the Manpower Services Act. I do this so that the bill will be made the pending business, with the understanding that no

action will be taken thereon until tomorrow.

The PRESIDING OFFICER. The bill will be stated by title.

The LEGISLATIVE CLERK. A bill (S. 2974) to amend the Wagner-Peyser Act so as to provide for more effective development and utilization of the Nation's manpower resources by expanding, modernizing, and improving operations under such act as both State and Federal levels, and for other purposes.

The PRESIDING OFFICER. Is there objection to the present consideration of the bill?

There being no objection, the Senate proceeded to consider the bill.

Mr. DOMINICK. Mr. President, I submit an amendment which I intend to propose in conjunction with S. 2974, the Manpower Services Act. The amendment is a very simple one. It will remove "recruitment" as a function of the manpower services system. This will insure that the system will concentrate its total efforts upon aiding the disadvantaged and the unemployed, rather than dissipating its efforts by servicing corporations and those who are already employed. I ask unanimous consent that the text of the amendment be printed in the Record at this point.

The PRESIDING OFFICER. The amendment will be received and printed, and will lie on the table; and, without objection, it will be printed in the Record.

The amendment, ordered to be printed in the Record, is as follows:

AMENDMENT No. 632

On page 22, line 4, following the words "placement services," strike out all through page 22, line 8.

WORLD BANK BONDS ASSAILED

Mr. HARTKE. Mr. President, one of the most outstanding experts in the Senate today in the field of financial affairs, one who has background and information which makes it possible for him to see problems before they become so severe that no solution seems available, is the distinguished senior Senator from Missouri [Mr. SYMINGTON]. As a result of his constant prodding in international financial affairs, many crises have been averted.

He points to one now, however, which, unless some action is quickly taken, will certainly become very serious. That is, that there is a tremendous shortage of money in the United States, and at the same time a constant drain, especially by international organizations and foreign institutions, through utilization of available funds. I think that a very timely article appearing in today's Evening Star, entitled "World Bank Bonds Assailed," by Eliot Janeway, is illustrative of the facts to which I have alluded.

I ask unanimous consent to have printed in the Record at this point the article entitled "World Bank Bonds Assailed," written by Eliot Janeway and published in the Washington Evening Star of Monday, June 27, 1966.

There being no objection, the article was ordered to be printed in the Record, as follows:

WORLD BANK BONDS ASSAILED

(By Eliot Janeway)

NEW YORK—Our Viet Nam operation is in a state of crisis—but not because of how we're doing. The root of the trouble arises from the universal inability to say or see what it is that we're trying to do. Until recently, the angry sense of drift and frustration has been limited to the political and military side of our government's activities abroad. But now the rising call for national purpose in the national interest is being echoed on the financial side as well—symptomatically, by a man who has made important contributions to our national security as an industrialist and government administrator and a legislator.

The administration cannot dismiss Sen. Stuart Symington, D.-Mo., as a dove or a dreamer. Nor can anyone discount his utterances as politically slanted against the administration or personally prejudiced against the President. Along with White House adviser Clark Clifford, his intimacy with Lyndon Johnson goes back to the first days of the Truman administration. For years, Johnson and Symington were collaborators as well as colleagues in the Senate Armed Services Committee.

DELIVERS TIMELY WARNING

The senator has just delivered himself of a timely and penetrating warning against the flood of Washington borrowings that is swamping the money market and sinking the money-using plans of businesses and families no longer able to afford or to find the money they need. What makes his complaint particularly pointed and constructive in the broader perspective of our lack of national purpose in Viet Nam is its target: This time, not the Treasury, but the World Bank for its projected offering of \$175 million of 25-year bonds on the New York market.

Noting the World Bank's clearly defensive agreement "initially" to invest the proceeds in government agency obligations and dollar bank deposits "in order to eliminate any immediate effect on our continuing unfavorable balance of payments," Symington asks: "What is the definition of 'initially,' and what is the definition of 'immediate,' and if the money is not to be used to lend to other countries, why are the bonds floated at all—and especially at a time when domestic demand on our capital market are unusually heavy and pushing interests even higher?"

PAINFULLY CLEAR

The double thrust of SYMINGTON's questions is painfully clear. The World Bank borrowing is getting in the way of American borrowers in their own money market. Moreover, it will siphon off scarce dollars, enjoying premium demand, and send them abroad to finance profitable industrial expansion, in which American business is no longer free to participate competitively, thanks, as SYMINGTON says, to "the restraints on foreign investments currently laid down by our government to American corporations". SYMINGTON's deep involvement with our Viet Nam problem has not distracted him from our needs to finance our national security commitments by keeping our economy competitive and our costs—particularly our money costs, which determine all other costs—economic.

On May 2, when the flood of Washington bond dumping was unleashed against the money market, this writer warned that the interest rate on government-backed issues would be forced up to 6 to 6½ per cent, "a peril point rate for the entire economy, beginning with the already suspect stock market." This tell-tale rate has already been pushed up to 5¾ per cent; and all that now stands between the stock market and its next nosedive is the strained faith of Wall Street's armchair political strategists in LBJ's

vaunted political savvy on the money front. All Wall street hands agree that any further stepup in interest rates will break stock prices wide open—and this time for keeps.

Incredible though it still seems to the financial mind, which expects politicians to make sense as systematically as it expects itself to make money, Washington's borrowing operations are more to make money costs more, and everything else worth less—especially stocks and bonds. SYMINGTON's warning explains why. It's not just in Viet Nam that we don't know what we're doing.

TRANSFER OF CERTAIN FUNCTIONS FROM THE U.S. DISTRICT COURT FOR THE DISTRICT OF COLUMBIA

The PRESIDING OFFICER (Mr. McGovern in the chair) laid before the Senate the amendments of the House of Representatives to the bill (S. 1611) to transfer certain functions from the U.S. District Court for the District of Columbia to the District of Columbia court of general sessions and to certain other agencies of the municipal government of the District of Columbia, and for other purposes, which were, on page 3, line 4, strike out "878(b) and 878(f)" and insert "878b, and 878f"; on page 10, strike out lines 9 through 13, inclusive, and insert "Sec. 17. (a) Section 6323(a)(3) of the Internal Revenue Code of 1954 is amended to read as follows:"; and on page 10, after line 17, insert:

(b) Section 548a of the Act approved March 3, 1901, as added by the Act of April 27, 1945 (59 Stat. 100), is amended by striking "Sec. 548a." and by inserting in lieu thereof "Sec. 548a. (a)" and by inserting at the end the following new subsection:

"(b) The Recorder of Deeds shall accept for filing any notice of Federal tax lien or any other document affecting such a lien if such notice or document is in the form prescribed by the Secretary of the Treasury or his delegate and could be filed with the clerk of the United States District Court for the District of Columbia. The fee for each such filing with the Recorder of Deeds shall be the same as the fee charged by the Recorder of Deeds for filing a similar document for a private person. The Recorder of Deeds shall bill the District Director of Internal Revenue on a monthly basis for fees for documents filed by such District Director. Any document releasing or affecting any notice of Federal tax lien which has been filed with the clerk of the United States District Court for the District of Columbia prior to the effective date of this Act shall be filed with such clerk."

Mr. BIBLE. Mr. President, the House amendments would permit the filing of Federal liens for taxes with the District of Columbia recorder of deeds instead of the present practice of filing such liens with the clerk of the U.S. District Court for the District of Columbia. The amendments would authorize the District of Columbia recorder of deeds to accept such filings and fees for this service.

The amendments were suggested by the Treasury Department and have the approval of the District of Columbia Board of Commissioners.

Actually, the entire bill has as its purpose the transfer of certain local functions from the U.S. District Court for the District of Columbia to the District of Columbia court of general sessions and to certain other agencies of the Dis-

Aug 31, 1966

Agreed to the conference report on S. 3052, to provide for a coordinated national safety program through financial assistance to the States to accelerate highway traffic safety programs. pp. 20463-6

13. INTEREST RATES. The Rules Committee reported a resolution for the consideration of H. R. 14026, to prohibit insured banks from issuing negotiable interest-bearing or discounted notes, certificates of deposit, or other evidences of indebtedness. p. 20459

Rep. Patman urged support of H. R. 14026, "the only low interest bill pending" rather than H. R. 17255 "which will be offered as a substitute." pp. 20451, 20534-5

14. PEACE CORPS. Passed as reported S. 3418, to further amend the Peace Corps Act, as amended. This bill will now be sent to the President. H. R. 16574, a similar bill, was tabled. pp. 20482-7

15. LOANS. The Agriculture Committee voted to report (but did not actually report) H. R. 13669, to amend title III of the Bankhead-Jones Farm Tenant Act so as to authorize rural-renewal loans to be made for recreation facilities, and H. R. 9151, to permit release of valueless mortgage liens. p. D834

16. DEMONSTRATION CITIES. The Banking and Currency Committee voted to report (but did not actually report) S. 3708, the demonstration cities and metropolitan development bill. p. D834

17. FISH PROTEIN. A subcommittee of the Merchant Marine and Fisheries Committee approved for full committee S. 2720, authorizing the Secretary of the Interior to engage in programs to develop practicable means for the production of fish protein concentrate. p. D834

18. WATERSHEDS. Received from the Public Works Committee work plans for numerous watershed projects. p. 20449

19. PERSONNEL. Rep. Morse inserted the testimony of Massachusetts' Lieutenant Governor in support of the proposed Intergovernmental Personnel Act. pp. 20504-5

20. INTERGOVERNMENTAL RELATIONS. Rep. Conable commended "partnership government" as meaning "Federal contribution to the cost of a local project of sound standard" but stated "recently things have not been going well with partnership government." pp. 20509-10

21. COTTON. Rep. Abernethy urged that "through all the mechanisms available we limit the flow of cotton textiles into this country" and "shift to an auction system, to sell to the world on a highest-bid basis, at least 5 million bales of American cotton annually." pp. 20510-12

21. INFLATION. Rep. Bingham expressed concern about the rising cost of living and suggested several steps that should be taken to combat inflation. p. 20536

ITEMS IN APPENDIX

22. PRICE CONTROLS. Extension of remarks of Rep. Wilson, Calif., inserting an article and stating that it "makes clear that wage and price controls are a virtual certainty after the November elections." p. A4610

23. FOOD PRICES. Extension of remarks of Rep. Rumsfeld stating that the American housewife deserves some sort of an award for patience and stamina in the face of "ever-increasing" food prices, and inserting an article on this subject. p. A4615
24. CONSUMERS. Extension of remarks of Rep. Helstoski favoring a Dept. of Consumers to provide coordination of the administration of consumer services. p. A4617
25. FARM LABOR. Extension of remarks of Rep. Roybal stating that the "idyllic picture we paint of farm life blinds us to the drudgery of farmwork and to the miserable poverty of farmworkers." pp. A4617-8
26. FOREST SERVICE. Extension of remarks of Rep. Johnson, Calif., commending the "spirit of cooperation in which the Forest Service completed action on the recommendations of the joint management review program..." pp. A4619-20

BILLS INTRODUCED

27. MARKETING. H. R. 17463 by Rep. Hagen of Calif. and H. R. 17464 by Rep. Olson of Minn., to amend the Agricultural Adjustment Act, as reenacted and amended by the Agricultural Marketing Agreement Act of 1937, as amended; to Agriculture Committee.
28. DISASTER RELIEF. H. R. 17454 by Rep. Walker of New Mexico, to provide additional assistance for areas suffering a major disaster; to Public Works Committee.

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COMMITTEE HEARINGS SEPT. 1:

Reporting of import statistics, S. Finance.
Packaging and labeling, H. Commerce.
Minimum wage bill, conferees (exec).

oOo

Sept 21, 1966

to add the Trust Territory of the Pacific Islands and to authorize appropriations to extend to children attending overseas dependents schools administered by the Dept. of Defense, the administration of which the conferees felt "would be extremely difficult and also, with respect to the extension of feeding programs to overseas dependents schools, that this involved matters of substantive legislation and policy affecting not only this Act but the National School Lunch Act and, therefore, should be the subject of separate legislative consideration." pp. 22481-3

14. PUBLIC WORKS APPROPRIATION BILL. Passed without amendment this bill, H. R. 17787. pp. 22424-480, 22554
15. WATERSHEDS. A subcommittee of the Agriculture Committee approved for full committee action work plans for two watershed projects. p. D902
16. COPYRIGHT LAW. A subcommittee of the Judiciary Committee approved for full committee action H. R. 4347, to revise the Copyright Law, title 17 of the United States Code. p. D903
17. COMMITTEE BUSINESS. The Merchant Marine and Fisheries Committee voted to report (but did not actually report) H. R. 14699, amended, to authorize the Secretary of the Interior to develop, through the use of experiment and demonstration plants, practicable and economic means for the production by the commercial fishing industry of fish protein concentrate, H. R. 13447, amended, to authorize the Secretary of the Interior in cooperation with the States to preserve, protect, develop, restore, and make accessible estuarine areas of the Nation which are valuable for sport and commercial fishing, wildlife conservation, recreation and scenic beauty, and H. R. 11475, amended, to provide for the control or elimination of jellyfish and other such pests in the coastal waters of the U. S. p. D903
18. WATER SUPPLY; FLOOD CONTROL. Rep. Hansen, Ida., inserted his testimony requesting funds for a start on the Lower Teton Dam, Idaho, which he stated is needed to control serious flooding and to provide supplemental water to the farmers in that area. pp. 22480-1
19. CONGRESSIONAL REORGANIZATION. Rep. Madden urged support of the proposed Legislative Reorganization Act of 1966. p. 22506
Rep. Staggers inserted an editorial commending the recommendations of the Joint Committee on the Organization of the Congress. pp. 22555-6
20. CONSERVATION. Rep. Secrest paid tribute to the 89th Congress as "the great conservation-minded" Congress. p. 22506
21. INSPECTION SERVICES. Rep. Callaway criticized a proposed Department regulation "which would make it possible for the Department to withdraw inspection service from any processing plant in the event that any employee attempted to interfere with the inspector," and inserted his testimony urging that the proposed regulation be forgotten. pp. 22522-3
22. LEGISLATIVE ACCOMPLISHMENTS. Rep. Redlin reviewed the activities of the 89th Congress including items of interest to this Department. pp. 22544-5

ITEMS IN APPENDIX

23. LEGISLATIVE ACCOMPLISHMENTS. Reps. Fogarty, Pike, and Roudebush inserted a record of 89th Congress accomplishments. pp. A4873-6, A4876-9, A4883
24. URBAN AFFAIRS. Extension of remarks of Rep. Ford inserting an article and stating that it cites the President's Pa. speech "as an eloquent appeal to stem the continuing migration from farms and countryside into our big cities. p. A4876
25. RURAL AREAS. Extension of remarks of Rep. Dole expressing the necessity for rural area development and inserting an article, "New Beef Processing Plant Will Fill Urgent Need." pp. A4881-2
26. CORN; AGRICULTURAL POLICY. Extension of remarks of Reps. Poage and Cooley inserting a policy statement of the Corn Refiners Ass'n., Inc. pp. A4883-4, A4894-5
27. FOREIGN AID. Rep. Kupferman inserted an article, "A New Framework for Foreign Aid." pp. A4884-6
28. WATER SUPPLY. Extension of remarks of Rep. Bow criticizing the lack of accomplishment in the program to preserve water supplies, and stating that "Some blame the lack of funds and others blame the division of authority between various agencies of the Government." pp. A4892-3
29. FOOD SUPPLY. Extension of remarks of Rep. Kastenmeir commending and inserting Rep. Stalbaum's recent address in which he offered suggestions "that a new approach be made by the Department of Agriculture to obtain the necessary food items for our food programs." pp. A4895-7

BILLS INTRODUCED

30. DISASTER RELIEF. H. R. 17896 by Rep. Mathias, to eliminate the test of financial need as a prerequisite for the sale of feed for livestock in emergency areas; to Agriculture Committee. Remarks of author pp. 22517-20
H. R. 17897 by Rep. Mathias, to provide additional drought disaster relief by reimbursement of one-half the cost of shipment of hay; to Agriculture Committee. Remarks of author pp. 22517-20
31. REORGANIZATION. S. 3848 by Sen. Monroney and H. R. 17873 by Rep. Curtis, to improve the operation of the legislative branch of the Federal Government; to Rules Committee. Remarks of Sen. Monroney, pp. 22656-8 and Rep. Curtis, pp. 22513-7
32. FEDERAL AID. H. R. 17876 by Rep. Cohelan, to provide uniform, fair, and equitable treatment of persons, businesses, or farms displaced by Federal and federally assisted programs; to Public Works Committee.
33. INFORMATION. H. R. 17895 by Rep. Teague, Texas, to impose certain safeguards on investigations carried out by Federal agencies; to Judiciary Committee.
34. VETERANS BENEFITS. H. R. 17893 by Rep. Gilligan, to amend title 38 of the United States Code so as to increase the rates of financial assistance under the veterans' educational assistance program of that title and to broaden

DIGEST of Congressional Proceedings

OF INTEREST TO THE DEPARTMENT OF AGRICULTURE

UNITED STATES DEPARTMENT OF AGRICULTURE
WASHINGTON, D. C. 20250
OFFICIAL BUSINESS

POSTAGE AND FEES PAID
U. S. DEPARTMENT OF AGRICULTURE

OFFICE OF BUDGET AND FINANCE
(FOR INFORMATION ONLY;
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HIGHLIGHTS: House passed investment-credit suspension bill. Rep. Rhodes, Ariz., inserted Republican statement opposing deletion of Vietnam provision from food-for-peace bill. Senate debated poverty bill. Senate committee reported bill providing adjustment of Defense milk contracts when USDA orders prices raised.

HOUSE

1. **TAXATION.** Passed, 221-118, as reported H. R. 17607, the investment-credit suspension bill. pp. 23571-8, 23581-624
2. **WATER POLLUTION.** Passed with amendments H. R. 16076, to improve and make more effective programs under the Federal Water Pollution Control Act. House conferees were appointed. pp. 23578-9, 23624-67
3. **FOOD FOR PEACE.** Rep. Rhodes, Ariz., inserted a Republican Policy Committee statement opposing deletion of the Vietnam provision from the food-for-peace bill by the conferees. p. 23665

4. POVERTY. Rep. Devine criticized the poverty program and inserted articles on this subject, including the Job Corps. pp. 23665-6
5. EXTENSION WORK. Rep. Clarence Brown commended the work of 4-H clubs. p. 23678
6. TRANSPORTATION. Rep. Reuss inserted an economist's argument that tolls on the St. Lawrence Seaway should not be increased. pp. 23688-91
7. SMALL BUSINESS LOANS. Rep. Evins, Tenn., reviewed a study of the small-business loans program by the Small Business Committee. pp. 23694-6
8. STATE-JUSTICE-COMMERCE APPROPRIATION BILL. The Appropriations Committee reported this bill, H. R. 18119 (H. Rept. 2160). p. 23697
9. LANDS. The Merchant Marine and Fisheries Committee reported with amendment H. R. 13447, to authorize the Interior Department in cooperation with the States to preserve, protect, develop, restore, and make accessible estuarine areas which are valuable for sport and commercial fishing, wildlife conservation, recreation, and scenic beauty (H. Rept. 2162). p. 23697
10. FISH CONCENTRATE. The Merchant Marine and Fisheries Committee reported with amendment H. R. 14699, to authorize the Interior Department to develop practicable and economic means for production by the commercial fishing industry of fish protein concentrate (H. Rept. 2165). p. 23697
11. AIR POLLUTION; VETERINARY FACILITIES; ANIMAL DRUGS. The Interstate and Foreign Commerce Committee voted to report (but did not actually report) S. 3112, the Clean Air Act amendments; H. R. 3348, the proposed Veterinary Medical Educational Facilities Act; and H. R. 16474, to consolidate certain provisions of the Federal Food, Drug, and Cosmetic Act assuring the safety and effectiveness of new animal drugs. p. D938
12. LEGISLATIVE PROGRAM. Rep. Boggs announced the legislative program for this week: Mon., Consent Calendar and various bills under suspension of the rules, including fair packaging and labeling, clean air, atomic electric and desalt plant, requirement for contractors to give affidavit regarding payment of sub-contractors, sale of grain storage facilities, disposal of geothermal steam, amendments to Intergovernmental Relations Act, preservation of estuarine areas, fish protein concentrate, veterinary school construction, child protective bill, and animal drug amendments. Tues. through Sat., various bills, including State-Justice-Commerce appropriations, elementary-secondary education amendments, and D. C. area transit authority.
13. ADJOURNED until Mon., Oct. 3. p. 23697

SENATE

14. POVERTY. Began debate on S. 3164, to continue and change various programs under the Economic Opportunity Act (pp. 23754-66), and placed on the calendar a similar House bill, H. R. 15111 (p. 23699).
15. MILK. The Armed Services Committee reported with amendment S. 3834, to provide for price adjustments in contracts for the procurement of milk by the Defense Department when prices go up after USDA determinations (S. Rept. 1668). p. 23699

AUTHORIZING PRODUCTION OF FISH PROTEIN CONCENTRATE

SEPTEMBER 30, 1966.—Committed to the Committee of the Whole House on the
State of the Union and ordered to be printed

Mr. GARMATZ, from the Committee on Merchant Marine and
Fisheries, submitted the following

R E P O R T

[To accompany H.R. 14699]

The Committee on Merchant Marine and Fisheries, to whom was referred the bill (H.R. 14699), to authorize the Secretary of the Interior to develop, through the use of experiment and demonstration plants, practicable and economic means for the production by the commercial fishing industry of fish protein concentrate, having considered the same, report favorably thereon with amendments and recommend that the bill do pass.

The amendments are as follows:

Strike out all after the enacting clause and insert in lieu thereof the following:

That the Secretary of the Interior is authorized to conduct, and through grants to and contracts with public and private agencies to promote studies, research, and experiments designed to develop the best and most economical processes and methods to reduce fish which are in abundant supply and which are not now widely sought after for human food to a nutritious, wholesome, and stable fish protein concentrate, as well as to conduct food technology and feasibility studies with respect to such products.

SEC. 2. (a) The Secretary is also authorized to acquire by lease or to construct not to exceed one experiment and demonstration plant for the production of a fish protein concentrate. Such plant shall be designed to demonstrate the reliability and practicability and the economic, engineering, and operating potentials of the processes and methods to reduce fish to fish protein concentrate. Such plant shall be located in such geographical area as the Secretary determines will demonstrate optimum feasibility from the standpoint of operation, maintenance, and economic potential. The Secretary of the Interior shall not commence construction of or lease any plant pursuant to the provisions of this Act until the Secretary of Health, Education, and Welfare shall have certified that fish protein concentrate produced from whole fish complies with the provisions of the Federal Food, Drug, and Cosmetics Act.

(b) The Secretary may operate and maintain or contract for the operation and maintenance of such plant. Any operation and maintenance contract shall pro-

vide, in addition to such terms and conditions as the Secretary deems desirable, for the compilation by the contractor of complete records, including cost data, with respect to the operation, maintenance, and engineering of the plant. The records so compiled shall be made available to the public and to the Congress by the Secretary at periodic and reasonable intervals. Access by the public to the plant shall be assured during all phases of its operation subject to such reasonable restrictions as to time and place as the Secretary may require or approve.

(c) All contracts entered into pursuant to subsection (b) of this section shall include a clause to the effect that the Comptroller General of the United States or any of his duly authorized representatives shall until the expiration of three years after final payment have access to and the right to examine any directly pertinent books, documents, papers, and records of the contractor or any of his subcontractors engaged in the performance of and involving transactions related to such contracts or subcontracts.

(d) Any constructed plant and its equipment upon the expiration of a period deemed adequate by the Secretary for experiment and demonstration purposes, shall, as promptly as practicable, be disposed of in accordance with the applicable provisions of the Federal Property and Administrative Services Act, as amended.

(e) The Secretary may acquire lands or interests therein, patents, licenses, technical data, inventions, secret processes, supplies, and equipment by purchase, license, lease, or donation to carry out the provisions of this section.

SEC. 3. There are authorized to be appropriated not to exceed \$1,000,000 for the construction or acquisition by lease of the plant authorized by this Act, such appropriation to remain available until expended, together with such additional sums as may be necessary for the operation and maintenance of such plant, not to exceed \$285,000 per year for a period of five years, and for conducting the program authorized by this Act, not to exceed \$835,000 per year for a period of five years.

SEC. 4. The Secretary shall cooperate with public and private agencies, organizations, institutions, and individuals in carrying out the program authorized by this Act.

SEC. 5. The authority of the Secretary under this Act shall expire at the expiration of five years from the date of enactment of this Act.

Amend the title so as to read:

A bill to authorize the Secretary of the Interior to develop, through the use of an experiment and demonstration plant, practicable and economic means for the production by the commercial fishing industry of fish protein concentrate.

PURPOSE OF THE LEGISLATION

The purpose of the legislation is to inaugurate an accelerated program of producing a safe and wholesome fish protein concentrate suitable for human consumption.

In carrying out the purpose of the legislation, the Secretary of the Interior would be authorized to acquire and provide for the operation and maintenance of one experiment and demonstration plant designed to reduce fish which are in abundant supply and not now widely sought after for human food to fish protein concentrate. Further, there would be authorized to be appropriated not to exceed \$1 million for the construction, or acquisition by lease, of the plant, not to exceed \$285,000 per year for a period of 5 years for operation and maintenance of such plant, and not to exceed \$835,000 for carrying out research, studies, and other programs authorized by the legislation.

LEGISLATIVE BACKGROUND

H.R. 14699 was introduced by Congressman Keith on April 27, 1966. The bill, as introduced, would authorize the Secretary of the Interior, among other things, to provide for the construction, operation, and maintenance of a sufficient number of experiment and demonstration plants to evaluate methods of producing fish protein concentrate. Similar bills were introduced by other Congressmen which

would authorize construction of from one to five plants for production of fish protein concentrate. Those introducing legislation which would provide for the construction of one plant were Congressmen Bates and O'Neill. Congressman McDowell introduced a bill which would provide for the construction of three plants.

Congressmen Rivers of Alaska, Don H. Clausen, Wyatt, King of Utah, O'Neill, Hathaway, Tupper, Pelly, Hanna, Downing, Rogers of Florida, and St Germain introduced bills which would provide for the construction of five plants. Finally, S. 2720, which passed the Senate on June 27, 1966, also would provide for the construction of five plants.

The Subcommittee on Fish and Wildlife Conservation held hearings on the legislation on August 16 and 17, 1966. Your committee was impressed by the wide range of witnesses presenting testimony at the hearings, all of whom were in support of the legislation. There were no unfavorable departmental reports filed on the legislation, and all substantive amendments recommended by the departments were adopted by your committee.

The sole opposition to the legislation—in the form of a statement submitted for the record by the National Milk Producers Federation—indicated that there was on hand ample supplies of high-protein, nonfat, dry milk solid, and there appeared to be no need, except for emergencies, to turn to questionable sources of supply for protein food.

Although their objection appeared to be meritorious, your committee feels that, in the long run, there will be great demand for both sources.

Your committee was unanimous in recommending the passage of H.R. 14699, as amended.

SECTION-BY-SECTION ANALYSIS

As indicated in the legislative background of this report, S. 2720 passed the Senate on June 27, 1966. On August 31, 1966 the Subcommittee on Fish and Wildlife Conservation ordered reported to your Committee on Merchant Marine and Fisheries S. 2720, with amendments. On September 21, 1966 your committee ordered reported to the House a similar bill, introduced by Congressman Keith, H.R. 14699, with amendments. This was accomplished by your committee by striking all after the enacting clause of H.R. 14699 and substituting the language of S. 2720, as amended by the subcommittee and ordered reported to the full committee.

There follows a section-by-section summary of H.R. 14699, as amended, accompanied by discussion where appropriate:

Section 1 of the bill would authorize the Secretary of the Interior to conduct—or contract for—studies, research, and experiments designed to develop the best and most economical process for reducing fish which are in abundant supply and not now widely sought after to a nutritious, wholesome fish protein concentrate.

Section 2, subsection (a) of the bill would authorize the Secretary to acquire by lease or to construct one experiment and demonstration plant to produce fish protein concentrate. The plant, designed to demonstrate the economic potentials of the process, would be located in an area to be selected by the Secretary, in his discretion, which would demonstrate optimum feasibility.

Your committee believes that based on experiments and developments thus far, the needs justify only one demonstration plant at this time. This conclusion was based on the fact that only hake fish have been experimented with by the Department of the Interior at its Beltsville, Md, plant. Also, at this time, the Secretary of Health, Education, and Welfare has not certified that fish protein concentrate produced from whole fish is safe for human consumption. Since experiments and tests are still underway in an effort to resolve the fluoride residue problem, your committee believes that in the best interest of all concerned, it would be desirable not to authorize construction or leasing of any plant until the Secretary of Health, Education, and Welfare has certified that such concentrate is safe for human consumption and complies with the provisions of the Federal Food, Drug, and Cosmetics Act. Therefore, your committee amended H.R. 14699 accordingly.

In an effort to reduce the cost of the legislation and to encourage industry participation, your committee provided that the Secretary would be authorized to acquire by lease—as well as to construct—such plant for the production of fish protein concentrate.

Subsection (b) of this section would authorize the Secretary to operate and maintain or contract for the operation and maintenance of such plant. In accordance with the provisions of subsection (a) of this section, which would authorize the Secretary to lease a plant, your committee appropriately provided that the Secretary could also contract for the operation and maintenance of such plant.

Further, subsection (b) would provide that any contract for operation and maintenance of the plant would require the contractor to maintain complete records, including cost data, which would be available to the public and the Congress at periodic intervals. Also, reasonable access to the plant by the public would be assured at all times during all phases of the operation.

With respect to the disposition of rights to any inventions made by an operating contractor under this subsection, your committee would expect the President's patent policy statement of October 13, 1963, to govern, whereby the Government would normally acquire the principal rights.

Your committee feels that the Secretary should exercise extreme caution, if an operating contract is entered into, to make sure that the public interest in the process or product developed from the plant is fully and adequately protected.

Subsection (c) of this section would require to be included in any contract for operation and maintenance a clause to the effect that the Comptroller General or his representative would have access to all pertinent records of the contract or subcontractor involving such contract until the expiration of 3 years after final payment. This provision was included in the legislation by your committee at the request of the Comptroller General.

Subsection (d) of this section would require the Secretary to promptly dispose of any constructed plant and its equipment under the Federal Property and Administrative Services Act after a period deemed adequate for experiment and demonstration purposes.

In view of the fact that your committee deemed it desirable to terminate all provisions of this legislation at the end of 5 years and in an effort to obtain industry participation in this endeavor, it is the opinion of the committee that the Secretary of the Interior should

dispose of such plant and its equipment as soon as possible after a reasonable time has elapsed for demonstration and should not wait until the termination of the 5-year program, if after a careful analysis of the circumstances, disposal of such plant and equipment would be deemed justifiable.

Subsection (e) of this section would authorize the Secretary to acquire by purchase, lease, license, or donation, any lands, equipment, patents, licenses, and such other data and supplies as may be necessary to carry out the provisions of this section.

Section 3 of the bill would authorize to be appropriated not to exceed \$1 million for construction or acquisition by lease of the plant, not to exceed \$285,000 per year for a period of 5 years for operation and maintenance of such plant, and not to exceed \$835,000 per year for a period of 5 years for research, studies and other programs authorized by the legislation.

The cost figures herein provided by your committee were based on estimates presented at the hearings by the Department of the Interior witness. On September 1, 1966, your committee requested the Comptroller General of the United States to review the amounts authorized to be appropriated by this section of the bill, and to favor the committee with its comments. The committee was advised by letter of September 14, 1966, that after discussions with the Bureau of Commercial Fisheries and consideration of all data available, based on research conducted at its Beltsville, Md., experimental plant, its review did not disclose any basis on which to question the reasonableness of the amounts authorized by this legislation.

Section 4 of the bill would direct the Secretary to cooperate with public and private organizations and individuals in carrying out the programs authorized by the bill.

Section 5 of the bill would terminate the entire program authorized by this bill at the end of 5 years from date of enactment.

BACKGROUND AND NEED FOR THE LEGISLATION

It has been recently estimated that within 30 years the present world population of 3 billion people would double. By the year 2200 it is estimated that the inhabitants of the earth would number approximately 500 billion. This would have the effect of making the population density of every continent equal to that of Washington, D.C. Even a curb in the population explosion by effective birth control measures, by widespread famine or by nuclear catastrophe could not prevent a great increase in the number of hungry people in the world. The world is hungry today with two-thirds of the present population underfed; the world will be hungrier tomorrow unless some inexpensive source of protein can be found for human consumption.

Your committee views the program authorized by this legislation for the production of fish protein concentrate as an effective means of increased utilization of the fishery resources off our coasts to the betterment of the economics of our fishing industry. In addition, an experiment or demonstration plant is necessary in order to carry out the purposes of the legislation. This program would be responsive to the remarks of the President to the Congress in his "Food for Freedom" message on February 10, 1966, when he said:

The wonders of modern science must also be directed to the fight against malnutrition. I have today directed the

President's Science Advisory Committee to work with the very best talent in the Nation to search out new ways to develop inexpensive high quality synthetic foods as dietary supplements. A promising start has already been made in isolating protein sources from fish which are in plentiful supply throughout the world.

The purposes of the demonstration plant would be to reduce private investment risk involving new products and engineering concepts, to stimulate the development of markets for fish protein concentrate, to provide adequate quantities of products for food technological research and human feeding studies to be conducted by private food industries and Government agencies. Based on the testimony at the hearings from witnesses with the food industry, your committee believes that there is no shortcut that would eliminate the pilot plant state in development of a fully successful commercial fish protein concentrate. Your committee feels that the Secretary should work closely with the food industry and to the extent possible, minimize the cost to the Government, consistent with rapid development and utilization of the product.

Since 1961 the Department of the Interior, through the Bureau of Commercial Fisheries, has been engaged in research and development of an inexpensive, stable, wholesome product of high nutritive quality, hygienically prepared from fish, in which the protein and other nutritive materials are more concentrated than they were in the original raw material. In the early days of the program, the product was commonly referred to as fish flour and then later, as the product was further developed, and seeking a more descriptive term, the product has come to be known as fish protein concentrate (FPC).

A definition of this product which is now called FPC would include products of varying characteristics ranging from tasteless, odorless, light colored flour-like materials, to coarse meals having a fish taste and odor, to highly flavored dark colored pastes or powders resembling meat extracts.

In the 5 years that have elapsed since the initiation of this program, there has been considerable progress made leading from bench-scale experiments, involving a few ounces of raw material, to tests in a model-scale unit in which many hundreds of pounds of raw fish were processed. We are now at the stage where a pilot plant operation is necessary to test and confirm a number of engineering concepts, to demonstrate to the U.S. fishing and food processing industries the practicability of FPC manufacture and the versatility of the product, to produce sufficient quantities of FPC for large-scale feeding and storage tests, and to initiate feasibility studies for the creation and development of markets for FPC-supplemented foods.

At the hearings on the legislation, the Interior Department witness indicated that the program thus far has demonstrated the safety and wholesomeness of a solvent-extracted product from hake, including the silver hake, the white hake, the squirrel, or red hake, and the Pacific hake. Studies leading to the extension of the solvent process to other families of schooling fishes are now underway and when they are completed, additional plants may be needed. It appears to your committee that the present status of this program would justify only one experiment and demonstration plant at this time, particularly in view of the fact that the Secretary of Health, Education, and

Welfare has not approved of fish protein concentrate produced from the whole fish as being safe for human consumption.

Although the Interior Department was of the opinion that the process would be approved within the near future, your committee deemed it advisable to specifically provide that the construction or leasing of a plant could not commence until the Secretary of Health, Education, and Welfare has certified that the process complies with the provisions of the Federal Food, Drug, and Cosmetics Act.

A recent report prepared by the Department of the Interior discusses the raw material resource available in U.S. coastal waters. Brief excerpts from this report are as follows:

Although there is not complete agreement, marine biologists estimate that the seas of the world could annually sustain a catch of 400 to 500 billion pounds of fish—a very real potential for supplying critically needed sources of animal protein. Tragically, about 85 percent of this potential supply is now going to waste. This is true despite the fact that nearly every inhabited coastal area has some sort of fishing activity.

Systematic efforts to farm the seas have lagged far behind land efforts. Yet the seas, today a vast reservoir producing animal protein, might with pisciculture techniques provide us with even more protein than we can now estimate.

As an important part of the global picture we must turn our attention to the resources found in the seas around our own U.S. shores, emphasizing especially the available resources of hake and hake-like fishes. These are of particular interest at present since it is these fish that will, most probably, gain initial acceptance by the Food and Drug Administration for use as raw material for the manufacture of FPC.

Starting in the northeast corner of our country, we think of the great fisheries off New England. Our cod fishermen went “down to the sea in ships” during the days of sail. Their hardy and productive exploits form a colorful chapter in the early history of our country. As eating habits changed, dried cod production fell off and other fish took over as fresh or frozen forms. One of the most spectacular advances was that of the redfish. Once considered a “trash fish,” its use under the name “ocean perch” increased dramatically, and a yearly production of over 200 million pounds was achieved by 1950. Certain biological evidence leads fishery scientists to believe that large, almost untouched reserves of these redfish may exist outside the areas now fished.

A fish now only partially used by man either directly for food or indirectly for the manufacture of animal food is the silver hake or whiting, and the red hake. In the New England area there are four species potentially readily available for the manufacture of FPC.

The red hake is also taken within the Gulf of Maine and appears to be a separate stock. They appear later, reaching peak abundance off Cape Cod in early summer, at which

time the small and medium trawler catch averages between 3,000 and 4,000 pounds per hour. As these fish move northward they are dispersed and available at much lower catching rates.

The silver hake also a migrant species reaches peak abundance on the southern New England grounds late in the summer. At this time the catch per hour averages 3,000 to 5,000 pounds per hour. On Gulf of Maine grounds silver hake arrive much earlier and are steadily harvested through the summer months at the rate of about 2,000 pounds per hour.

The local industrial fishery has depended almost entirely on silver hake and red hake. Two areas, Point Judith offshore and No Man's Island, both southern New England grounds, seem to be consistently productive for most of the year. Fishing trips are mostly 2-day trips. For each of 5 years when the industrial fishery was very active, these grounds produced an average of about 100 million pounds annually of silver and red hake during the period April through December.

A flexible fishery, capable of extending the season by fishing offshore during the winter months could radically increase the amount landed by fishing these and other stocks. It must be noted here that the U.S.S.R. is moving into this offshore area in force at the present time.

There are as yet essentially unexploited stocks of these species and others in the area between the Hudson Canyon off New York and the Virginia Capes.

To summarize, for the period April through December, raw material for FPC would be available in inshore southern New England at catch rates averaging about 4,000 pounds per hour (small and medium trawlers). Early and late in the season these catch rates are considerably higher for short periods of time. Depending upon the intensity of the U.S.S.R. efforts on the same species, one can expect to be able to take considerably in excess of 100 million pounds per year in such a fishery. If the fishery can be extended to immediate offshore grounds and grounds farther to the east and west, the available resource is at least three times as large.

The Interior Department advised the committee that the demonstration plant would be designed to produce 3,000 tons of fish protein concentrate per year. With respect to the uses to be made of the finished product, the Interior Department further advised the committee as follows:

9. The FPC would be provided to AID, Food for Peace, UNICEF, FAO, WHO, and other such agencies for their use in conducting programs on protein rich foods. FPC samples would also be provided to private industry for use in their product research to develop low-cost, high-quality foods for developing nations, as has been recommended by the President of the United States to most of the major U.S. food companies. We would anticipate that these marketing studies would lead to the commercialization of FPC. FPC product would also be provided to the National Academy

of Sciences for the conduct of feasibility studies directed toward the introduction and utilization of FPC in developing nations, as well as to research organizations to determine functional characteristics of FPC storage stability, packaging needs, etc.

Your committee is of the opinion that there is a substantial domestic and international interest in the development of an inexpensive fish protein concentrate similar to that connected with the development of an inexpensive means of extracting salt from sea water. There is an acknowledged world shortage of fresh water and of a high-grade inexpensive protein to meet the expanding world food needs. Congress recognized the national and international need and implications of an accelerated saline water program in 1952 by the enactment of the Saline Water Act and in 1958 with the passage of Public Law 85-883 which authorized the secretary of the Interior to construct demonstration plants. Under the saline water program the Secretary is carrying out an energetic program under which research grants are awarded to universities, private research groups and companies, research contracts are entered into for the development of bench model and pilot plants, and finally demonstration plants are either built by the Government or private industry with private contract operation. Your committee believes that this same type of development program should be employed in the search for inexpensive means to produce a fish protein concentrate.

COST OF THE LEGISLATION

As has been previously pointed out in this report, the maximum cost to the Federal Government authorized by H.R. 14699, as amended, would be \$1 million for acquisition of a plant; \$285,000 per year for 5 years for operation and maintenance of such plant; \$835,000 per year for 5 years for research and studies. The total estimated cost would be \$6.6 million.

CHANGES IN EXISTING LAW

Enactment of H.R. 14699 would make no changes in existing law.

DEPARTMENTAL REPORTS

In view of the fact that S. 2720 had already passed the Senate, it was considered by your Committee along with other similar bills on this subject. Therefore, following are departmental reports on that bill, as well as on H.R. 14699:

DEPARTMENT OF AGRICULTURE,
Washington, D.C., July 11, 1966.

Hon. EDWARD A. GARMATZ,
Chairman, Committee on Merchant Marine and Fisheries,
House of Representatives.

DEAR MR. CHAIRMAN: This is in reply to your requests for comments on H.R. 12269, H.R. 13722, H.R. 14145, H.R. 14268, and H.R. 14699, to authorize the Secretary of the Interior to provide for research on means of production of fish protein concentrate.

This Department concurs in the Department of the Interior's recommendation of H.R. 15268.

If H.R. 12269 or H.R. 14145 is to be considered, we recommend deletion of section 2(e), which relates to Public Law 480 programs. This provision is not directly related to the objective of the bills. Moreover, H.R. 14929, a bill "To promote international trade in agricultural commodities, to combat hunger and malnutrition, to further economic development, and for other purposes," deals with this subject.

The Bureau of the Budget advises that there is no objection to the presentation of this report from the standpoint of the administration's program.

Sincerely yours,

JOHN A. SCHNITTKER,
Acting Secretary.

GENERAL COUNSEL OF THE DEPARTMENT OF COMMERCE,
Washington, D.C., August 15, 1966.

HON. EDWARD A. GARMATZ,
*Chairman, Committee on Merchant Marine and Fisheries,
House of Representatives, Washington, D.C.*

DEAR MR. CHAIRMAN: This is in further reply to your request for the views of this Department concerning S. 2720, as passed by the Senate and H.R. 16095, identical bills "To authorize the Secretary of the Interior to develop, through the use of experimental demonstration plants, practicable and economical means for the production by the commercial fishing industry of fish protein concentrate."

This legislation would authorize the Secretary of the Interior to conduct, and through grants to and contracts with public and private agencies to promote studies, research, and experiments designed to develop the best and most economical processes and methods to reduce fish which are in abundant supply and which are not now widely sought after for human food to a highly nutritious and stable fish protein concentrate, as well as food technology and feasibility studies with respect to such products.

The Secretary of the Interior would also be authorized to provide for construction, operation, maintenance, and demonstration of not to exceed five experimental and demonstration plants for the production of a fish protein concentrate. Separate contracts for the construction and for the operation and maintenance of such plants may be entered into. Each operation and maintenance contract would provide for the compilation by the contractor of complete records with respect to operation, maintenance, and engineering of the plants. Records so compiled would be made available to the public and to the Congress. Access to the plants by the public would be assured during all phases of their operations. The authority of the Secretary under the legislation, except the authority to operate and maintain plants theretofore constructed, shall expire at the expiration of 5 years from the date of enactment of the legislation. The legislation would authorize the appropriation of up to \$5 million for the construction of the plants and additional sums necessary for the operation and maintenance of the plants.

Each plant and its equipment would be disposed of upon the expiration of a period deemed adequate for experimental and demonstration purposes but not to exceed ten years from the date of enactment of the legislation. This would preclude the possibility of the Government

competing on a permanent basis with private industry in the preparation of fish protein concentrates. The legislation does not specifically provide that fish protein concentrates produced in the experimental and demonstration plants may be sold under Public Law 480, 83d Congress. S. 2720, as introduced, did contain such a provision. However, the provision was deleted by the Senate because the food for freedom bill, H.R. 14929, which has passed the House, includes a similar provision.

The Food and Drug Administration has previously declined to approve a privately developed marine protein concentrate known as "fish flour" for sale in the United States. However, we understand that at the request of the Department of the Interior, the Food and Drug Administration is now reconsidering its previous action.

We support the basic objectives of this legislation. A relatively inexpensive source of protein is needed, especially for use in protein deficient countries. Fish protein concentrate may prove to be an ideal source. Furthermore, a Federal program for production of fish protein concentrate in experimental quantities would help strengthen the domestic commercial fisheries industry. It could assist in the development of the technical knowledge and practices necessary to production of fish protein concentrate in commercial quantities.

In general, we believe special justification is required before the Federal Government undertakes to produce an end product in Federally constructed, owned and operated pilot plants. The objectives of most Federal programs would be better served by the usual approach of contracting with private industry for the desired end product, even in experimental quantities. Such contracting avoids additional expense or difficulty in transferring plants or "know how" to the industry that could result if production processes are developed in Federal pilot plants. Contracting with industry, after competitive bidding, will bring about a sharing, between the Federal Government and industry, of the risk of developing production processes; Federal pilot plant construction and operation places the entire risk upon the Federal Government. In general, it is more appropriate for private industry to share experimental development risks because of the benefit industry will receive if the experimental program is successful. In many cases, the successful bidders may be able to develop a commercial market while meeting their contract, thus providing earlier commercial benefit to the industry than would be available if Federal funds are devoted to Federally owned plants. Contracting for operation of production plants will not as effectively transfer "know how" to industry, will not have the potential benefit of attracting private capital, and will not have the potential benefit of simultaneous development of a commercial market.

However, this instance differs from ordinary production processes because the end product must be fit for humans to eat. In order to protect the public interest, as this new and promising source of protein is being developed, it may be desirable for the Federal Government to experiment with fish meal production processes. The knowledge gained from such experimentation could be used in establishing performance standards for all commercial production of fish protein concentrate for human consumption. Therefore, we have no objection to authorizing an intermediate experimental plant for the production of fish protein concentrate.

Accordingly, we would have no objection to enactment of this legislation if it is amended to authorize the Secretary of the Interior to build a single experimental plant, at a cost not exceeding \$1,000,000 for the production of fish protein concentrate.

Please consider the above comments as also expressing the views of this Department concerning H.R. 12269 and H.R. 14699, related bills in this same area.

We have been advised by the Bureau of the Budget that there would be no objection to the submission of our report to the Congress from the standpoint of the administration's program.

Sincerely,

ROBERT E. GILES,
General Counsel.

COMPTROLLER GENERAL OF THE UNITED STATES,
Washington, D.C., March 11, 1966.

HON. EDWARD A. GARMATZ,
*Chairman, Committee on Merchant Marine and Fisheries,
House of Representatives.*

DEAR MR. CHAIRMAN: Pursuant to request of Mr. Ned Everett of your committee's staff there is set forth below a suggested amendment to H.R. 12269, for the purpose of including an access to records clause recommended in our report of February 21, 1966 (B-157927).

The proposed amendment would, on page 3 of the bill, section 2, redesignate subsection (c), (d), and (e) as (d), (e), and (f), respectively, and add a new subsection (c) as follows:

"(c) All contracts entered into pursuant to subsection (b) of this section shall include a clause to the effect that the Comptroller General of the United States or any of his duly authorized representatives shall until the expiration of 3 years after final payment have access to and the right to examine any directly pertinent books, documents, papers, and records of the contractor or any of his subcontractors engaged in the performance of and involving transactions related to such contracts or subcontracts."

Sincerely yours,

FRANK H. WEITZEL,
Acting Comptroller General of the United States.

COMPTROLLER GENERAL OF THE UNITED STATES,
Washington, D.C., May 13, 1966.

HON. EDWARD A. GARMATZ,
*Chairman, Committee on Merchant Marine and Fisheries,
House of Representatives.*

DEAR MR. CHAIRMAN: Your letters of April 1, and April 7, and May 2, 1966, transmitted copies of H.R. 14145, H.R. 14268, H.R. 14699, and H.R. 13722, respectively, and requested our views and recommendations thereon. The bills would authorize the Secretary of the Interior to develop through the use of experiment and demonstration plants, practicable and economic means for the production by the commercial fishing industry of fish protein concentrate for human consumption. The bills are similar to each other and to H.R. 12269, subject to our report to you dated February 21, 1966, B-157927, and our supplemental letter of March 11, 1966, B-157927.

We have no firsthand information as to the necessity for or desirability of promoting experimentation in and the development or production of fish protein concentrate for human consumption. Hence, and since the legislation, if enacted, would not affect the functions and responsibilities of our Office we have no comments with respect to its merits, or recommendations regarding its enactment. However, we have the following comments concerning specific provisions of the bills.

Section 2(a) of H.R. 14145 would authorize the Secretary of the Interior to provide for the construction, operation, and maintenance of not to exceed three experiment and demonstration plants for the production of a fish protein concentrate, which is intended for human consumption. Section 2(a) of H.R. 14268 and H.R. 13722 provides for one such plant for the same purpose, while H.R. 14699 provides for "a sufficient number" thereof.

In producing fish protein concentrate for human consumption the use of whole fish is contemplated. However, it appears from the hearings on Fish Protein Concentrate before the Subcommittee on Merchant Marine and Fisheries, Senate Committee on Commerce, 88th Congress, 2d session, page 18, that the Food and Drug Administration initially expressed an opinion that fish protein concentrate from whole fish would violate section 402(a)(3) of the Federal Food, Drug, and Cosmetic Act, and that on January 25, 1962, the FDA issued a modified definition and standard of identity for fish protein concentrate that did not permit the use of whole fish.

It is our understanding that as of April 14, 1966, the Food and Drug Administration has not approved whole fish protein concentrate for human consumption. Accordingly, you may wish to consider amending this section of the bills to provide for deferment of plant construction until such time as the Secretary of the Interior shall ascertain that the Food and Drug Administration will approve a whole fish protein concentrate for human consumption.

Section 2(a) of the H.R. 14145 further provides that the plants authorized to be constructed thereby shall be designed "to produce at least one thousand tons of such fish protein concentrate for large-scale nutritional projects addressed to human protein malnutrition as soon as possible, in order to meet the needs, in line with the resolution adopted by the Food and Nutrition Board, Advisory Committee on Marine Protein Resource Development, National Academy of Sciences-National Research Council." Since the bill does not identify a specific resolution, we informally contacted the Bureau of Commercial Fisheries and were advised that the resolution shown on page 2975 of the Congressional Record, 89th Congress, dated February 16, 1966, was probably the resolution referred to in the bill.

This resolution, which was adopted by the National Academy of Sciences-National Research Council on October 14, 1965, recommended the construction of a suitable pilot plant for fish protein concentrate and stated that:

"The Committee recommends that the United States Government, through the appropriate agency or agencies, fund and arrange for the production of a fish protein concentrate suitable for human consumption to the extent that 3,000 tons of such product will have been made available for large scale nutritional projects addressed to human protein malnutrition within 2 years from this date, or as soon thereafter as possible. The Committee believes that this can be done

most effectively by the construction and operation of an experimental pilot plant scale installation, based on the Bureau of Commercial Fisheries process, which can produce about 10 tons of product a day from whole hake. The plant and the production should be under the operational control of the Bureau of Commercial Fisheries, Department of the Interior. This size of plant is also required for further experimentation on the technology of the process so that scale up to an industrial scale by private industry can be more readily accomplished."

Since the provision of the bill, when read in conjunction with the above resolution, could be misinterpreted in regard to the number of plants to be constructed, the capacity of each plant, and the period of time that each plant is to operate to produce the desired tonnage of concentrate, the committee may wish to delete the reference to the resolution and incorporate the essential portions of the resolution which would state the committee's intent.

Section 2(b) of each bill authorizes the Secretary to enter into a contract or contracts for the construction of the plant or plants authorized to be constructed by section 2(a) and to enter into a separate contract or contracts for the operation and maintenance of such plants. Each operation and maintenance contract is to provide for the compilation by the contractor of complete records with respect to the operation, maintenance, and engineering of each plant constructed. We understand the term "complete records," as used in this section, to include financial records relating to the cost of operation and maintenance; however, to remove any doubt in the matter, we suggest amendment of the section to specifically require the contractor to maintain appropriate cost records. This may be accomplished by inserting "(including cost data)" in the second sentence of section 2(b) of each bill, between the words "complete records" and "with" (line 3, page 3, of H.R. 14145; line 17, page 2, of H.R. 14268; line 21, page 2, of H.R. 13722; line 22, page 2, of H.R. 14699).

We further suggest that section 2 of each bill be amended to provide that the Comptroller General of the United States or any of his duly authorized representatives shall have access to all pertinent records for the purpose of audit and examination. This recommendation could be satisfactorily effectuated by adding a new subsection (c) to section 2 of each bill as follows, and appropriately relettering the existing subsection (c) and succeeding subsections of section 2:

"(c) All contracts entered into pursuant to subsection (b) of this section shall include a clause to the effect that the Comptroller General of the United States or any of his duly authorized representatives shall until the expiration of three years after final payment have access to and the right to examine any directly pertinent books, documents, papers, and records of the contractor or any of his subcontractors engaged in the performance of an involving transactions related to such contracts or subcontracts."

Section 2(e) of H.R. 14145 states that fish protein concentrate produced thereunder may be sold under title I or IV of Public Law 480, Eighty-third Congress, which provides for the sale of surplus agricultural commodities in foreign countries. In the absence of language in section 2(e) providing for the disposition of funds received from sales in foreign countries, the applicable provisions of Public Law 480 would appear to be controlling. Should your committee desire to otherwise

provide for the disposition of the funds thus generated, specific provisions therefor should be included in section 2(e) of this bill.

Section 2(e) of H.R. 14699 provides that the concentrate produced thereunder may be sold in accordance with the provisions of the Food for Freedom Act of 1966. Since none of the four bills bearing this title which have been introduced to date (H.R. 12785; H.R. 13441; H.R. 13667 and S. 2933) has been enacted into law, the committee may desire to consider amending this section to specifically state therein the method of disposition desired, together with the method of disposing of any funds obtained thereby.

H.R. 14268 and H.R. 13722 contain no provision for the disposition of the fish protein concentrate to be produced in the plant authorized thereby to be constructed. The committee may wish to amend these bills by stipulating the method of disposing of the concentrate, together with the disposition of any funds resulting therefrom.

Sincerely yours,

FRANK H. WEITZEL,
Assistant Comptroller General of the United States.

COMPTROLLER GENERAL OF THE UNITED STATES,
Washington, D.C., August 7, 1966.

HON. EDWARD A. GARMATZ,
*Chairman, Committee on Merchant Marine and Fisheries,
House of Representatives.*

DEAR MR. CHAIRMAN: By letter of July 1, 1966, you requested our views on H.R. 16095, 89th Congress, and S. 2720, an identical bill passed by the Senate. The bills would authorize the Secretary of the Interior to develop, through the use of experiment and demonstration plants, practicable and economic means for the production by the commercial fishing industry of fish protein concentrate. They are similar to H.R. 14145, H.R. 14268, H.R. 14699 and H.R. 13722, subject to our report to you dated May 13, 1966.

While we have no special information as to the desirability of this measure and, therefore, make no comments regarding its merits, we bring to your attention certain matters for your consideration.

Section 2(b) of the bills authorize the Secretary to enter into a contract or contracts for the construction of the plants authorized to be constructed by section 2(a) and to enter into a separate contract or contracts for the operation and maintenance of such plants. Each operation and maintenance contract is to provide for the compilation by the contractor of complete records with respect to the operation, maintenance, and engineering of each plant constructed. We understand the term "complete records," as used in this section, to include financial records relating to the cost of operation and maintenance; however, to remove any doubt in the matter, we suggest amendment of the section to specifically require the contractor to maintain appropriate cost records. This may be accomplished by inserting "(including cost data)" in the second sentence of section 2(b) between the words "complete records" and "with."

We further suggest that section 2 be amended to provide that the Comptroller General of the United States or any of his duly authorized representatives shall have access to all pertinent records for the purpose of audit and examination. This recommendation could be

satisfactorily effectuated by adding a new subsection (c) to section 2 as follows, and appropriately relettering the existing subsections (c) and (d).

"(c) All contracts entered into pursuant to subsection (b) of this section shall include a clause to the effect that the Comptroller General of the United States or any of his duly authorized representatives shall until the expiration of three years after final payment have access to and the right to examine any directly pertinent books, documents, papers, and records of the contractor or any of his subcontractors engaged in the performance of and involving transactions related to such contracts or subcontracts."

Our comments of May 13, 1966, suggested that the committee may wish to consider deferment of plant construction for the production of a fish protein concentrate until the Secretary of the Interior determines that the Food and Drug Administration will approve a whole fish protein concentrate for human consumption. It is our understanding that as of July 26, 1966, the Food and Drug Administration has not yet given its approval.

The bills contain no provision for the disposition of the fish protein concentrate to be produced in the plant authorized thereby to be constructed. The committee may wish to amend the bill upon which favorable action is taken by stipulating the methods of disposing of the concentrate, together with the disposition of any funds resulting therefrom.

Sincerely yours,

FRANK H. WEITZEL,
Assistant Comptroller General of the United States.

GENERAL SERVICES ADMINISTRATION,
Washington, D.C., June 11, 1966.

HON. EDWARD A. GARMATZ,
Chairman, Committee on Merchant Marine and Fisheries,
House of Representatives, Washington, D.C.

DEAR MR. CHAIRMAN: Your letter of May 2, 1966, invited any comments the General Services Administration may care to offer on H.R. 14699, 89th Congress, a bill "To authorize the Secretary of the Interior to develop, through the use of experiment and demonstration plants, practicable and economic means for the production by the commercial fishing industry of fish protein concentrate."

The purpose of the bill is stated in the title.

Section 2(c) of the bill would provide that each plant and its equipment constructed by the Secretary pursuant to the measure would, upon the expiration of a period deemed adequate by the Secretary for experiment and demonstration purposes, but not to exceed ten years from the enactment of the bill, be disposed of in accordance with the applicable provisions of the Federal Property and Administrative Services Act of 1949, 63 Stat. 377, as amended.

GSA has no objection to the enactment of H.R. 14699.

The enactment of this measure would not affect the budgetary requirements of GSA.

The Bureau of the Budget has advised that, from the standpoint of the Administration's program, there is no objection to the submission of this report to your Committee.

Sincerely yours,

J. E. MOODY,
Acting Administrator.

GENERAL SERVICES ADMINISTRATION,
Washington, D.C., July 19, 1966.

HON. EDWARD A. GARMATZ,
Chairman, Committee on Merchant Marine and Fisheries, House of Representatives, Washington, D.C.

DEAR MR. CHAIRMAN: Your letter of July 1, 1966, invited any comments the General Services Administration might care to offer on S. 2720, as passed by the Senate, and H.R. 16095 of the 89th Congress, identical bills to authorize the Secretary of the Interior to develop, through the use of experiment and demonstration plants, practicable and economic means for the production by the commercial fishing industry of fish protein concentrate.

The purpose of the bills is stated in the title.

Section 2(c) of the bills would provide that each plant and its equipment constructed by the Secretary pursuant to the measure would, upon the expiration of a period deemed adequate by the Secretary for experiment and demonstration purposes, but not to exceed 10 years from the enactment of the bill, be disposed of in accordance with the applicable provisions of the Federal Property and Administrative Services Act of 1949, 63 Stat. 377, as amended.

GSA has no objection to the enactment of either S. 2720 or H.R. 16095.

The enactment of either of these measures would not affect the budgetary requirements of GSA.

The Bureau of the Budget has advised that, from the standpoint of the administration's program, there is no objection to the submission of this report to your committee.

Sincerely yours,

J. E. MOODY,
Deputy Administrator.

U.S. DEPARTMENT OF THE INTERIOR,
OFFICE OF THE SECRETARY,
Washington, D.C., August 15, 1966.

HON. EDWARD A. GARMATZ,
Chairman, Committee on Merchant Marine and Fisheries, House of Representatives, Washington, D.C.

DEAR MR. GARMATZ: Your Committee has requested the views and recommendations of this Department on S. 2720, a bill "To authorize the Secretary of the Interior to develop, through the use of experiment and demonstration plants, practicable and economic means for the production by the commercial fishing industry of fish protein concentrate," which passed the Senate on June 27, 1966, and on an identical bill, H.R. 16095.

At the commissioning of the new research ship, "The Oceanographer," on July 13, 1966, President Johnson said:

"Our scientists are developing a process for turning whole fish into a tasteless but highly nutritious protein concentrate which can be used as a supplement to our daily diet.

"In addition, the United States Senate has recently passed a bill for the construction of several pilot plants to begin the commercial development of this fish protein food. The daily output of one of these plants would provide enough high protein supplement for well over half a million people each day."

S. 2720 authorizes the Secretary of the Interior to increase his present fish protein concentrate research either directly or by grants and contracts with public and private agencies and experimentation program and to build five experiment and demonstration plants to produce this concentrate. The bill authorizes a maximum appropriation of \$5 million to construct these plants and additional sums for operation and maintenance of the plants and for the program itself.

In our recent report to your Committee on H.R. 14268, we recommended enactment of that bill which authorizes the Secretary to construct one plant only. The Senate Committee indicated that there may be a need to construct "five totally different plants" in the future. We cannot disagree with the Committee, although we believe that one plant is sufficient at this time. In view of the fact that the authority contained in the Senate bill is discretionary, we would not object to the enactment of either S. 2720 or H.R. 14268. We strongly urge, however, that one of these bills be enacted during this session of the 89th Congress.

We believe that enactment of either of these bills will provide for the perfection and demonstration of commercial scale processing techniques to produce an economical, highly nutritious, simply stored, and easily transported food substance. Additionally, such legislation will encourage the development of markets for the products produced by these plants. There is widespread interest in the FPC program, as indicated by some 15 major domestic food manufacturers who indicate an interest in testing the feasibility of incorporating high-quality fish protein concentrate into their products. These include baked goods, candy, cereals, nondairy baby foods, and dietary foods. In addition, interest in incorporating FPC in the diets of millions of protein-starved peoples in the developing countries throughout the world has been expressed by organizations such as the Agency for International Development, United Nations Children's Fund, World Health Organization, and the Food and Agriculture Organization of the United Nations.

The Bureau of the Budget has advised that there is no objection to the presentation of this report from the standpoint of the Administration's program.

Sincerely yours,

CLARENCE F. PAUTZKE,
Deputy Assistant Secretary of the Interior.

U.S. DEPARTMENT OF THE INTERIOR,
OFFICE OF THE SECRETARY,
Washington, D.C., September 7, 1966.

HON. JOHN D. DINGELL,
*Chairman, Subcommittee on Fisheries and Wildlife Conservation,
House of Representatives, Washington, D.C.*

DEAR MR. DINGELL: We have examined the appropriation authorization section 3 of S. 2720 as amended by your subcommittee, and believe that it should present no problem. The \$1 million authorization for construction or lease of the plant, and the \$285,000 annual authorization for operation and maintenance of the plant should be adequate. The \$835,000 authorization for the research and experiments authorized by the act is also adequate. We estimate that the annual cost will range from \$675,000 in the first year to the full \$835,000 in the next 2 years. This figure includes \$300,000 for production feasibility studies which we will budget for only if not financed by the Agency for International Development or some other agency. This figure does not include the regular research being conducted at the Bureau of Commercial Fisheries technological laboratory at College Park, which, of course, is not work being conducted under S. 2720.

We shall comment separately on the program now being conducted at the College Park laboratory, and as you requested the comments will be submitted before the bill reaches the floor for action.

Sincerely yours,

CLARENCE F. PAUTZKE,
Deputy Assistant Secretary of the Interior.

DEPARTMENT OF STATE,
Washington, D.C., August 24, 1966.

HON. EDWARD A. GARMATZ,
*Chairman, Committee on Merchant Marine and Fisheries,
House of Representatives.*

DEAR MR. CHAIRMAN: I refer to my letter of July 7, 1966 conveying the Department's comments on H.R. 12269, a bill "To authorize the Secretary of the Interior to develop, through the use of experiment and demonstration plants, practicable and economic means for the production by the commercial fishing industry of fish protein concentrate."

By letters dated March 19, April 1, April 7, and May 2, 1966, you requested reports on H.R. 13722, H.R. 14145, H.R. 14268, and H.R. 14699, respectively. In their general objectives and with respect to provisions on which this Department is in a position to comment, these bills are essentially identical with H.R. 12269. It would therefore be appreciated if the Department's report on H.R. 12269 would be considered as equally applicable to the other four bills mentioned.

We recognize, of course, that our recommendation for deletion of subsection 2(e) of H.R. 12269 would have no applicability to H.R. 13722 and H.R. 14268 since these two bills contain no provisions for the sale abroad of fish protein concentrate.

The Bureau of the Budget advises that from the standpoint of the administration's program there is no objection to the submission of this report.

Sincerely yours,

DOUGLAS MACARTHUR II,
*Assistant Secretary for
Congressional Relations*
(For the Secretary of State).

○

Union Calendar No. 949

89TH CONGRESS
2D SESSION

H. R. 14699

[Report No. 2165]

IN THE HOUSE OF REPRESENTATIVES

APRIL 27, 1966

Mr. KEITH introduced the following bill; which was referred to the Committee on Merchant Marine and Fisheries

SEPTEMBER 30, 1966

Reported with amendments, committed to the Committee of the Whole House on the State of the Union, and ordered to be printed

[Strike out all after the enacting clause and insert the part printed in italic]

A BILL

To authorize the Secretary of the Interior to develop, through the use of experiment and demonstration plants, practicable and economic means for the production by the commercial fishing industry of fish protein concentrate.

1 *Be it enacted by the Senate and House of Representa-*
2 *tives of the United States of America in Congress assembled,*
3 That the Secretary of the Interior shall conduct, using his
4 existing authorities, and encourage and promote research,
5 studies, and experiments by public and private agencies and
6 organizations to develop the best and most economical pro-
7 cesses and methods to reduce fish which are in abundant sup-
8 ply and which are not now widely sought after for human

1 food, to a highly nutritious and stable fish protein concen-
2 trate.

3 SEC. 2. (a) The Secretary is also authorized to provide
4 for the construction, operation, and maintenance of a suffi-
5 cient number of experiment and demonstration plants to
6 evaluate methods of producing fish protein concentrate.
7 Such plants shall be designed to demonstrate the reliability
8 and practicability and the economic, engineering, and oper-
9 ating potentials of the processes and methods to reduce fish
10 to fish protein concentrate. Such plants shall be located
11 in such geographical areas as the Secretary determines will
12 demonstrate optimum feasibility from the standpoint of op-
13 eration, maintenance, and economic potential.

14 (b) The Secretary may enter into a contract or con-
15 tracts for the construction of the plants authorized by sub-
16 section (a) of this section, and he may, to the extent he
17 deems desirable, enter into a separate contract or contracts
18 for the operation and maintenance of such plants. Each
19 contract for construction or operation and maintenance shall
20 provide, in addition to such terms and conditions as the
21 Secretary deems desirable, for the compilation by the con-
22 tractor of complete records with respect to the operation,
23 maintenance, and engineering of the plant or plants. The
24 records so compiled shall be made available to the public
25 and to the Congress by the Secretary at periodic and rea-

1 sonable intervals. Access by the public to the plants shall
2 be assured during all phases of their operation subject to
3 such reasonable restrictions as to time and place as the
4 Secretary may require or approve.

5 ~~(c)~~ Each constructed plant and its equipment upon the
6 expiration of a period deemed adequate by the Secretary
7 for experiment and demonstration purposes, but not to
8 exceed ten years from the date of this Act, shall, as promptly
9 as practicable, be disposed of in accordance with the ap-
10 plicable provisions of the Federal Property and Adminis-
11 trative Services Act, as amended.

12 ~~(d)~~ The Secretary may acquire lands or interests
13 therein, patents, licenses, technical data, inventions, secret
14 processes, supplies, and equipment by purchase, license,
15 lease, or donation to carry out the provisions of this section.

16 ~~(e)~~ Any fish protein concentrate produced in plants
17 constructed or operated under the provisions of this Act
18 may be sold in accordance with the provisions of the Food
19 for Freedom Act of 1966.

20 SEC. 3. There are authorized to be appropriated such
21 sums as may be necessary for the construction of the plants
22 authorized by this Act, together with such additional sums
23 as may be necessary for the operation and maintenance of
24 such plants, and for conducting the program authorized by
25 this Act.

1 SEC. 4. The Secretary shall cooperate with public and
2 private agencies, organizations, institutions, and individuals
3 in carrying out the program authorized by this Act.

4 *That the Secretary of the Interior is authorized to conduct,*
5 *and through grants to and contracts with public and private*
6 *agencies to promote studies, research, and experiments de-*
7 *signed to develop the best and most economical processes and*
8 *methods to reduce fish which are in abundant supply and*
9 *which are not now widely sought after for human food to*
10 *a nutritious, wholesome, and stable fish protein concentrate,*
11 *as well as to conduct food technology and feasibility studies*
12 *with respect to such products.*

13 SEC. 2. (a) *The Secretary is also authorized to acquire*
14 *by lease or to construct not to exceed one experiment and*
15 *demonstration plant for the production of a fish protein*
16 *concentrate. Such plant shall be designed to demonstrate*
17 *the reliability and practicability and the economic, engineer-*
18 *ing, and operating potentials of the processes and methods*
19 *to reduce fish to fish protein concentrate. Such plant shall*
20 *be located in such geographical area as the Secretary deter-*
21 *mines will demonstrate optimum feasibility from the stand-*
22 *point of operation, maintenance, and economic potential.*
23 *The Secretary of the Interior shall not commence construction*
24 *of or lease any plant pursuant to the provisions of this Act*
25 *until the Secretary of Health, Education, and Welfare shall*

1 have certified that fish protein concentrate produced from
2 whole fish complies with the provisions of the Federal Food,
3 Drug, and Cosmetics Act.

4 (b) The Secretary may operate and maintain or con-
5 tract for the operation and maintenance of such plant. Any
6 operation and maintenance contract shall provide, in addition
7 to such terms and conditions as the Secretary deems desirable,
8 for the compilation by the contractor of complete records, in-
9 cluding cost data, with respect to the operation, maintenance,
10 and engineering of the plant. The records so compiled shall
11 be made available to the public and to the Congress by the
12 Secretary at periodic and reasonable intervals. Access by the
13 public to the plant shall be assured during all phases of its
14 operation subject to such reasonable restrictions as to time and
15 place as the Secretary may require or approve.

16 (c) All contracts entered into pursuant to subsection (b)
17 of this section shall include a clause to the effect that the
18 Comptroller General of the United States or any of his duly
19 authorized representatives shall until the expiration of three
20 years after final payment have access to and the right to ex-
21 amine any directly pertinent books, documents, papers, and
22 records of the contractor or any of his subcontractors en-
23 gaged in the performance of and involving transactions re-
24 lated to such contracts or subcontracts.

1 (d) Any constructed plant and its equipment upon the
2 expiration of a period deemed adequate by the Secretary
3 for experiment and demonstration purposes, shall, as
4 promptly as practicable, be disposed of in accordance with
5 the applicable provisions of the Federal Property and Ad-
6 ministrative Services Act, as amended.

7 (e) The Secretary may acquire lands or interests
8 therein, patents, licenses, technical data, inventions, secret
9 processes, supplies, and equipment by purchase, license,
10 lease, or donation to carry out the provisions of this section.

11 SEC. 3. There are authorized to be appropriated not to
12 exceed \$1,000,000 for the construction or acquisition by
13 lease of the plant authorized by this Act, such appropriation
14 to remain available until expended, together with such ad-
15 ditional sums as may be necessary for the operation and
16 maintenance of such plant, not to exceed \$285,000 per year
17 for a period of five years, and for conducting the program
18 authorized by this Act, not to exceed \$835,000 per year for
19 a period of five years.

20 SEC. 4. The Secretary shall cooperate with public and
21 private agencies, organizations, institutions, and individuals
22 in carrying out the program authorized by this Act.

1 *SEC. 5. The authority of the Secretary under this Act*
2 *shall expire at the expiration of five years from the date of*
3 *enactment of this Act.*

Amend the title so as to read: "A bill to authorize the Secretary of the Interior to develop, through the use of an experiment and demonstration plant, practicable and economic means for the production by the commercial fishing industry of fish protein concentrate."

A BILL

To authorize the Secretary of the Interior to develop, through the use of experiment and demonstration plants, practicable and economic means for the production by the commercial fishing industry of fish protein concentrate.

By Mr. KEITH

APRIL 27, 1966

Referred to the Committee on Merchant Marine and Fisheries

SEPTEMBER 30, 1966

Reported with amendments, committed to the Committee of the Whole House on the State of the Union, and ordered to be printed

Oct. 3, 1966

16. TRANSPORTATION. Sen. Pell inserted the first report on the High Speed Ground Transportation Act of 1965, which has just been released by the Commerce Dept. pp. 23840-44

HOUSE

17. PACKAGING AND LABELING. Passed under suspension of the rules S. 985, to regulate interstate and foreign commerce by preventing the use of unfair or deceptive methods of packaging and labeling of certain consumer commodities distributed in such commerce. A similar bill, H. R. 15440 was tabled. pp. 23856-71, 23967
18. GRAIN STORAGE. Passed under suspension of the rules H. R. 12360, to amend the Agricultural Act of 1949 to permit the sale of grain storage facilities to public and private nonprofit agencies and organizations. pp. 23894-6
19. FISH PROTEIN. Passed S. 2720, to authorize the Interior Department to develop practicable and economic means for production by the commercial fishing industry of fish protein concentrate, with an amendment to substitute the language of a similar bill, H. R. 14699, which was passed earlier as reported. H. R. 14699 was tabled. pp. 23910-4
20. CHILD SAFETY. Passed under suspension of the rules S. 3298, to amend the Federal Hazardous Substances Labeling Act to ban hazardous toys and articles intended for children, and other articles so hazardous as to be dangerous in the household regardless of labeling, and to apply to unpackaged articles intended for household use (pp. 23922-4). This bill was reported with amendments on Oct. 1 during adjournment (H. Rept. 2166)(p. 23974).
21. ANIMAL DRUGS. Passed under suspension of the rules H. R. 16474, to protect the public health by amending the Federal Food, Drug, and Cosmetic Act to consolidate certain provisions assuring the safety and effectiveness of new animal drugs (pp. 23929-34). This bill was reported with amendments on Oct. 1 during adjournment (H. Rept. 2168)(p. 23974).
22. VETERINARY FACILITIES. Passed under suspension of the rules H. R. 3348, to authorize a three-year program of grants for construction of veterinary medical education facilities (pp. 23928-29). This bill was reported with amendments on Oct. 1 during adjournment (H. Rept. 2167)(p. 23974).
23. AIR POLLUTION. Passed under suspension of the rules S. 3112, the Clean Air Act amendments (pp. 23873-76). This bill was reported with amendments on Oct. 1 during adjournment (H. Rept. 2170)(p. 23974).
24. TAXATION. Reported with amendment H. R. 6413, to provide for the withdrawal of wine from bonded wine cellars without payment of tax, when rendered unfit for beverage use (H. Rept. 2173). p. 23974
out
25. AWARDS. Passed with/amendment S. 2463, to provide a uniform set of standards and procedures for the acceptance of gifts and decorations offered by foreign governments to persons employed by the U. S. Government. This bill will now be sent to the President. p. 23848
26. HOLIDAYS. Passed without amendment H. R. 15699, to establish a Commission on National Observances and Holidays to consider proposals for such occasions and make recommendations to the President. pp. 23849-50

27. RESEARCH. Passed as reported S. 1674, to authorize the Secretary of the Interior to make disposition of geothermal steam and associated geothermal resources. pp. 23850-4
Passed as reported S. 3460, to authorize the Secretary of the Interior to enter into contracts for scientific and technological research. pp. 23899-900
28. RECREATION. Passed under suspension of the rules S. 1607, to establish the Point Reyes National Seashore in Calif. pp. 23897-9
Began consideration of H. R. 13447, to authorize the Secretary of the Interior in cooperation with the States to preserve, protect, develop, restore, and make accessible estuarine areas of the Nation which are valuable for sport and commercial fishing, wildlife conservation, recreation, and scenic beauty. pp. 23903-10
29. CONTRACTORS. Passed under suspension of the rules H. R. 4497, to require certain contractors with the U. S. to give an affidavit with respect to payment of subcontractors. pp. 23889-94
30. ELECTRIFICATION; SALT WATER. Passed under suspension of the rules S. 3807, to authorize the Atomic Energy Commission to enter into a cooperative arrangement for a large-scale combination nuclear-power and water-desalting project. A similar bill, H. R. 17558, was tabled. pp. 23876-80
31. INTERGOVERNMENTAL RELATIONS. Passed as reported H. R. 15335, to amend the act to establish an Advisory Commission on Intergovernmental Relations. pp. 23900-2
32. JELLYFISH. Passed as reported H. R. 11475, to provide for the control or elimination of jellyfish and other such pests in the coastal waters of the U. S. pp. 23902-3
33. TRADE NEGOTIATIONS. Rep. Nelsen urged that this Department "insist on fair treatment for American farmers" at the Geneva trade talks and that farmers be "kept abreast of negotiations developments." p. 23949
34. COMMUNITY DEVELOPMENT. Rep. Evins, Tenn., spoke in support of the community development districts bill. pp. 23955-9
35. WATER POLLUTION. Rep. Helstoski spoke in support of the proposed Water Pollution Control Act and inserted an editorial, "The Next Long Step Against Pollution." pp. 23968-9

ITEMS IN APPENDIX

36. TAXATION. Speech in the House by Rep. Vanik in support of the investment credit bill. p. A5071
37. PERSONNEL CEILINGS. Extension of remarks of Rep. Henderson stating that the "number of civilian employees on the Federal payroll has been rising each month for more than five years" and inserting his letter to the Budget Bureau concurring in their directive to hold down employment. p. A5073
38. POVERTY. Speech in the House by Rep. Vivian favoring poverty programs which are of benefit to migratory workers. pp. A5075-6
Speech in the House by Rep. Philbin urging that efforts be made to spend available poverty funds wisely. p. A5095
Rep. Feighan inserted an article critical of the "lax" administration of the community action programs. pp. A5095-6

Mr. PELL. Mr. Speaker, I yield 1 minute to the gentleman from Missouri [Mr. CURTIS].

Mr. CURTIS asked and was given permission to revise and extend his remarks.

Mr. CURTIS. Mr. Speaker, I am very much concerned about this bill.

Mr. Speaker, in reading the report here, it does look as if there is a lot of power granted unduly which involves Federal expenditures.

Mr. Speaker, I would like to ask the gentleman from Michigan [Mr. DINGELL] if this matter has been budgeted at all?

Mr. DINGELL. Mr. Speaker, will the gentleman yield?

Mr. CURTIS. I yield to the gentleman from Michigan.

Mr. DINGELL. Mr. Speaker, I would say that the legislation concerned has been passed upon very carefully by each of the agencies involved, and no objection has been stated to the bill to the committee on the part of the agencies concerned.

Mr. CURTIS. No; I asked the gentleman if it has been budgeted.

Mr. DINGELL. And, in each instance, the report of the agency concerned was cleared by the Bureau of the Budget. So, I am sure that the gentleman would agree with me on that basis—

Mr. CURTIS. No—

Mr. DINGELL. That the funds are to be budgeted, including the \$15 million, overall, and the \$5 million-a-year limitation.

Mr. CURTIS. Where does this come out of the budget?

Mr. Speaker, we have been accused—and I might say with some justification—by the President of the United States of going beyond his budget estimates.

Mr. DINGELL. Mr. Speaker, if the gentleman will yield further, I would say to the gentleman from Missouri that it is the understanding of the committee, after very lengthy hearings, that this does not exceed the budget. It does not go beyond the amounts which are budgeted. It is subject to a review by the Committee on Appropriations. And, I would point out, in response to the gentleman from Missouri as to where the money comes from, the fact that it comes from the Federal Aid in Wildlife Restoration Act, the Federal Aid in Fish Restoration Act, as amended, the Land and Water Conservation Fund Act of 1965, the Commercial Fisheries Research and Development Act of 1964, and under title VII of the Housing Act of 1961, as amended.

Mr. Speaker, I am now reading from pages 15 and 16 of the bill.

Mr. CURTIS. Yes, I appreciate the gentleman's ultimate source of the money, and that is the people of this country. I know that is where it comes from. But I would think that if it were actually budgeted, it would be so stated committee report. I do not say that in any way to dispute the statement on the part of the gentleman from Michigan. It just seems like that it is not adequately set out here in order to know where these moneys are.

Mr. Speaker, let me say—because I have mentioned again the fact that the

President has criticized the Congress in going beyond his budget request—I also would note that the President has done very little to do anything about unwhetting the appetite of the people for various programs of this nature.

Mr. Speaker, I am merely calling to the attention of the people the need for establishing priorities over good expenditure programs. But, here, we just last week voted on a bill that was supposed to do something about inflation and, believe me, it is not even going to touch it.

And, Mr. Speaker, probably, as soon as the election is over we will have to do something about raising money in order to make up for some \$13 to \$15 billion additional Federal deficit.

Mr. Speaker, somewhere there has to be some discipline. And, if it is not going to be at the White House, it should be in the leadership of the Congress.

The SPEAKER. The question is on the motion of the gentleman from Michigan [Mr. DINGELL] that the House suspend the rules and pass the bill H.R. 13447.

The question was taken.

Mr. HALL. Mr. Speaker, I object to the vote on the ground that a quorum is not present, and make the point of order that a quorum is not present.

The SPEAKER. Evidently a quorum is not present.

The Doorkeeper will close the doors, the Sergeant at Arms will notify absent Members, and the Clerk will call the roll.

The question was taken; and there were—yeas 208, nays 108, not voting 127, as follows:

[Roll No. 328]

YEAS—208

Adams	Dulski	Horton
Addabbo	Duncan, Oreg.	Howard
Anderson, Tenn.	Dwyer	Hungate
Annunzio	Edmondson	Huot
Ashley	Edwards, La.	Jacobs
Bates	Everett	Jarman
Beckworth	Evins, Tenn.	Jennings
Bennett	Fallon	Joelson
Bingham	Farbstein	Johnson, Calif.
Boggs	Farnsley	Johnson, Okla.
Boland	Farnum	Johnson, Pa.
Bolton	Fascell	Jones, Ala.
Brademas	Felghan	Karsten
Brooks	Flynt	Karth
Broomfield	Fogarty	Kastenmeier
Brown, Clarence J., Jr.	Foley	Kee
Broyhill, Va.	Ford	Keith
Burke	William D.	Kelly
Burton, Calif.	Fountain	King, Calif.
Byrne, Pa.	Fraser	Kirwan
Cahill	Friedel	Kluczynski
Callan	Fulton, Pa.	Krebs
Cameron	Fuqua	Laird
Chelf	Garmatz	Lennon
Clark	Gettys	Lipscomb
Clausen, Don H.	Gibbons	Long, La.
Clevenger	Gilbert	Long, Md.
Cohelan	Gilligan	Love
Conte	Gonzalez	McDade
Conyers	Grabowski	McFall
Culver	Gray	McGrath
Cunningham	Green, Oreg.	McVicker
Curtin	Green, Pa.	Macdonald
Dague	Greigg	Machen
Daniels	Griffiths	Madden
Dawson	Grover	Mailliard
de la Garza	Hagen, Calif.	Matsunaga
Delaney	Halpern	Matthews
Dent	Hamilton	Meeds
Denton	Hanley	Miller
Diggs	Hansen, Wash.	Minish
Dingell	Hardy	Moorhead
Donohue	Hathaway	Mosher
Dorn	Hechler	Moss
Dow	Helstoski	Multer
Downing	Henderson	Murphy, Ill.
	Herlong	Natcher
	Hicks	O'Brien
	Holifield	O'Hara, Ill.

O'Hara, Mich.
Olson, Minn.
Ottinger
Patten
Pelly
Perkins
Philbin
Pike
Powell
Price
Pucinski
Randall
Redlin
Rees
Reid, N.Y.
Reuss
Rhodes, Pa.
Rivers, Alaska
Rivers, S.C.
Roberts
Rodino
Rogers, Colo.

Rogers, Fla.
Ronan
Rooney, N.Y.
Rooney, Pa.
Rosenthal
Rostenkowski
Roush
Roybal
Ryan
St. Onge
Saylor
Scheuer
Schmidhauser
Schneebeli
Schweiker
Shipley
Sickles
Sikes
Slack
Smith, Iowa
Staggers
Steed

Stubblefield
Sullivan
Tenzler
Thomson, Wis.
Trimble
Tupper
Ullman
Yanik
Vigorito
Vivian
Waldie
Watkins
White, Idaho
White, Tex.
Widnall
Willis
Wolff
Wyatt
Wydler
Young
Zablocki

NAYS—108

Abbott
Abernethy
Adair
Anderson, Ill.
Andrews, George W.
Andrews, N. Dak.
Arends
Ashbrook
Ashmore
Ayres
Battin
Belcher
Bell
Berry
Betts
Bow
Bray
Broyhill, N.C.
Buchanan
Burlison
Burton, Utah
Carter
Cederberg
Chamberlain
Clancy
Clawson, Del.
Cleveland
Collier
Colmer
Conable
Corbett
Cramer
Curtis
Davis, Wis.
Devine

Dole
Duncan, Tenn.
Erlenborn
Findley
Ford, Gerald R.
Gathings
Goodell
Gubser
Hagan, Ga.
Haley
Hall
Halleck
Hansen, Idaho
Harsha
Hosmer
Hull
Hutchinson
Ichord
Jonas
Jones, Mo.
Kornegay
Kunkel
Landrum
Langen
Latta
McCulloch
McEwen
MacGregor
Mackay
Mahon
Marsh
Mathias
May
Mills
Minshall
Mize
Moore

Morton
Nelsen
O'Neal, Ga.
Passman
Pickle
Poff
Pool
Quillen
Reid, Ill.
Reifel
Rhodes, Ariz.
Robison
Roudebush
Rumsfeld
Satterfield
Secrest
Selden
Shriver
Skubitz
Smith, N.Y.
Smith, Va.
Springer
Stafford
Stanton
Talcott
Taylor
Teague, Calif.
Teague, Tex.
Utt
Waggonner
Watson
Whalley
Whitener
Williams
Wilson, Bob
Younger

NOT VOTING—127

Albert
Andrews, Glenn
Aspinall
Bandstra
Baring
Barrett
Blatnik
Rolling
Brock
Brown, Calif.
Byrnes, Wis.
Cabell
Callaway
Carey
Casey
Celler
Cooley
Corman
Craley
Daddario
Davis, Ga.
Derwinski
Dickinson
Dowdy
Dyal
Edwards, Ala.
Edwards, Calif.
Ellsworth
Evans, Colo.
Fino
Fisher
Flood
Frelinghuysen
Fulton, Tenn.
Gallagher
Gaimo
Grider
Gross
Gurney

Hanna
Hansen, Iowa
Harvey, Ind.
Harvey, Mich.
Hawkins
Hays
Hébert
Holland
Irwin
Jones, N.C.
Keogh
King, N.Y.
King, Utah
Kupferman
Leggett
McCarthy
McClory
McDowell
McMillan
Mackie
Martin, Ala.
Martin, Mass.
Martin, Nebr.
Michel
Mink
Moeller
Monagan
Morgan
Morris
Morrison
Morse
Murphy, N.Y.
Murray
Nedzi
Nix
O'Konski
Olsen, Mont.
O'Neill, Mass.
Patman
Pepper

Pirnie
Poage
Purcell
Quie
Race
Reinecke
Resnick
Rogers, Tex.
Roncalio
St Germain
Schisler
Scott
Sennar
Sisk
Smith, Calif.
Stalbaum
Stephens
Stratton
Sweeney
Thomas
Thompson, N.J.
Thompson, Tex.
Todd
Toll
Tuck
Tunney
Tuten
Udall
Van Deerlin
Walker, Miss.
Walker, N. Mex.
Watts
Wetner
Whitton
Wilson
Charles H.
Wright
Yates

So (two-thirds not having voted in favor thereof) the motion was rejected.

The Clerk announced the following pairs:

Mr. Albert with Mr. Byrnes of Wisconsin.
 Mr. Hébert with Mr. Morse.
 Mr. Keagh with Mr. Reinecke.
 Mr. O'Neill of Massachusetts with Mr. Gross.
 Mr. Hays with Mr. Edwards of Alabama.
 Mr. Aspinall with Mr. Callaway.
 Mr. Brown of California with Mr. Pirnie.
 Mr. Leggett with Mr. Martin of Nebraska.
 Mr. Thompson of New Jersey with Mr. Derwinski.
 Mr. Watts with Mr. Martin of Massachusetts.
 Mr. Yates with Mr. Harvey of Michigan.
 Mr. Morgan with Mr. Find.
 Mr. Morris with Mr. Gurney.
 Mr. Evans of Colorado with Mr. O'Konski.
 Mr. Flood with Mr. Harvey of Indiana.
 Mr. Gialmo with Mr. McClory.
 Mr. Daddario with Mr. Kupferman.
 Mr. Celler with Mr. Dickinson.
 Mr. Murphy of New York with Mr. Glenn Andrews.
 Mr. Carey with Mr. Martin of Alabama.
 Mr. Blatnik with Mr. Brock.
 Mr. Barrett with Mr. Smith of California.
 Mr. Holland with Mr. Michel.
 Mr. King of Utah with Mr. King of New York.
 Mr. Mackie with Mr. Frelinghuysen.
 Mr. Davis of Georgia with Mr. Ellsworth.
 Mr. Craley with Mr. Halpern.
 Mr. Moeller with Mr. Quie.
 Mr. Monagan with Mr. Walker of Mississippi.
 Mr. Olsen of Montana with Mr. Pepper.
 Mr. Hawkins with Mr. Sweeney.
 Mrs. Thomas with Mr. McCarthy.
 Mr. Tuck with Mr. Udall.
 Mr. Van Deerlin with Mr. Walker of New Mexico.
 Mr. Charles H. Wilson with Mr. Whitten.
 Mr. Wright with Mr. Morrison.
 Mr. Fisher with Mr. Edwards of California.
 Mr. Dyal with Mr. Dowdy.
 Mr. Cooley with Mr. Irwin.
 Mr. McDowell with Mr. Jones of North Carolina.
 Mr. Cabel with Mr. Nedzi.
 Mr. Nix with Mr. Gallagher.
 Mr. Purcell with Mr. Race.
 Mr. Resnick with Mr. Hanna.
 Mr. Grider with Mr. Hansen of Iowa.
 Mr. Fulton of Tennessee with Mr. Patman.
 Mr. Tunney with Mr. Toll.
 Mr. Todd with Mr. Weltner.
 Mr. Stratton with Mr. Scott.
 Mr. St Germain with Mr. Stephens.
 Mr. Stalbaum with Mr. Baring.
 Mr. Bandstra with Mr. Roncalio.
 Mr. Sisk with Mr. Rogers of Texas.
 Mr. Senner with Mr. McMillan.
 Mrs. Mink with Mr. Thompson of Texas.
 Mr. Tuten with Mr. Schisler.
 Mr. Corman with Mr. McDowell.

FISH PROTEIN CONCENTRATE

Mr. DINGELL. Mr. Speaker, I ask unanimous consent for the immediate consideration of the bill (H.R. 14699) to authorize the Secretary of the Interior to develop, through the use of experiment and demonstration plants, practicable and economic means for the production by the commercial fishing industry of fish protein concentrate, with amendments.

The Clerk read the title of the bill.

The SPEAKER. Is there objection to the request of the gentleman from Michigan?

Mr. PELLY. Mr. Speaker, reserving the right to object, and I do not intend to object, I would like to be assured that

the gentleman from Michigan will allow time to our distinguished colleague from Massachusetts [Mr. KERTH], who for so long has been interested in this legislation.

Mr. DINGELL. I will be very glad to yield to the gentleman at the appropriate time.

Mr. SMITH of Iowa. Mr. Speaker, reserving the right to object, do I understand that the gentleman is making a unanimous-consent request, rather than a suspension of the rules request?

Mr. DINGELL. The gentleman is correct. I am proceeding under unanimous consent.

Mr. SMITH of Iowa. Will the gentleman yield a little time, because I would like to ask a few questions?

Mr. DINGELL. I will be glad to yield to the gentleman at the appropriate time.

Mr. SMITH of Iowa. Mr. Speaker, I withdraw my reservation of objection.

The SPEAKER. Is there objection to the request of the gentleman from Michigan [Mr. DINGELL]?

There was no objection.

The Clerk read the bill, as follows:

H.R. 14699

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That the Secretary of the Interior shall conduct, using his existing authorities, and encourage and promote research, studies, and experiments by public and private agencies and organizations to develop the best and most economical processes and methods to reduce fish which are in abundant supply and which are not now widely sought after for human food, to a highly nutritious and stable fish protein concentrate.

SEC. 2. (a) The Secretary is also authorized to provide for the construction, operation, and maintenance of a sufficient number of experiment and demonstration plants to evaluate methods of producing fish protein concentrate. Such plants shall be designed to demonstrate the reliability and practicability and the economic, engineering, and operating potentials of the processes and methods to reduce fish to fish protein concentrate. Such plants shall be located in such geographical areas as the Secretary determines will demonstrate optimum feasibility from the standpoint of operation, maintenance, and economic potential.

(b) The Secretary may enter into a contract or contracts for the construction of the plants authorized by subsection (a) of this section, and he may, to the extent he deems desirable, enter into a separate contract or contracts for the operation and maintenance of such plants. Each contract for construction or operation and maintenance shall provide, in addition to such terms and conditions as the Secretary deems desirable, for the compilation by the contractor of complete records with respect to the operation, maintenance, and engineering of the plant or plants. The records so compiled shall be made available to the public and to the Congress by the Secretary at periodic and reasonable intervals. Access by the public to the plants shall be assured during all phases of their operation subject to such reasonable restrictions as to time and place as the Secretary may require or approve.

(c) Each constructed plant and its equipment upon the expiration of a period deemed adequate by the Secretary for experiment and demonstration purposes, but not to exceed ten years from the date of this Act,

shall, as promptly as practicable, be disposed of in accordance with the applicable provisions of the Federal Property and Administrative Services Act, as amended.

(d) The Secretary may acquire lands or interests therein, patents, licenses, technical data, inventions, secret processes, supplies, and equipment by purchase, license, lease, or donation to carry out the provisions of this section.

(e) Any fish protein concentrate produced in plants constructed or operated under the provisions of this Act may be sold in accordance with the provisions of the Food for Freedom Act of 1966.

SEC. 3. There are authorized to be appropriated such sums as may be necessary for the construction of the plants authorized by this Act, together with such additional sums as may be necessary for the operation and maintenance of such plants, and for conducting the program authorized by this Act.

SEC. 4. The Secretary shall cooperate with public and private agencies, organizations, institutions, and individuals in carrying out the program authorized by this Act.

The SPEAKER. The Clerk will report the committee amendment.

The clerk read as follows:

Strike out all after the enacting clause and insert in lieu thereof the following:

"That the Secretary of the Interior is authorized to conduct, and through grants to and contracts with public and private agencies to promote studies, research, and experiments designed to develop the best and most economical processes and methods to reduce fish which are in abundant supply and which are not now widely sought after for human food to a nutritious, wholesome, and stable fish protein concentrate, as well as to conduct food technology and feasibility studies with respect to such products.

"SEC. 2. (a) The Secretary is also authorized to acquire by lease or to construct not to exceed one experiment and demonstration plant for the production of a fish protein concentrate. Such plant shall be designed to demonstrate the reliability and practicability and the economic, engineering, and operating potentials of the processes and methods to reduce fish to fish protein concentrate. Such plant shall be located in such geographical area as the Secretary determines will demonstrate optimum feasibility from the standpoint of operation, maintenance, and economic potential. The Secretary of the Interior shall not commence construction of or lease any plant pursuant to the provisions of this Act until the Secretary of Health, Education, and Welfare shall have certified that fish protein concentrate produced from whole fish complies with the provisions of the Federal Food, Drug, and Cosmetics Act.

"(b) The Secretary may operate and maintain or contract for the operation and maintenance of such plant. Any operation and maintenance contract shall provide, in addition to such terms and conditions as the Secretary deems desirable, for the compilation by the contractor of complete records, including cost data, with respect to the operation, maintenance, and engineering of the plant. The records so compiled shall be made available to the public and to the Congress by the Secretary at periodic and reasonable intervals. Access by the public to the plant shall be assured during all phases of its operation subject to such reasonable restrictions as to time and place as the Secretary may require or approve.

"(c) All contracts entered into pursuant to subsection (b) of this section shall include a clause to the effect that the Comptroller General of the United States or any of his duly authorized representatives shall until the expiration of three years after final

payment have access to and the right to examine any directly pertinent books, documents, papers, and records of the contractor or any of his subcontractors engaged in the performance of and involving transactions related to such contracts or subcontracts.

"(d) Any constructed plant and its equipment upon the expiration of a period deemed adequate by the Secretary for experiment and demonstration purposes, shall, as promptly as practicable, be disposed of in accordance with the applicable provisions of the Federal Property and Administrative Services Act, as amended.

"(e) The Secretary may acquire lands or interests therein, patents, licenses, technical data, inventions, secret processes, supplies, and equipment by purchase, license, lease, or donation to carry out the provisions of this section.

"SEC. 3. There are authorized to be appropriated not to exceed \$1,000,000 for the construction or acquisition by lease of the plant authorized by this Act, such appropriation to remain available until expended, together with such additional sums as may be necessary for the operation and maintenance of such plant, not to exceed \$285,000 per year for a period of five years, and for conducting the program authorized by this Act, not to exceed \$835,000 per year for a period of five years.

"SEC. 4. The Secretary shall cooperate with public and private agencies, organizations, institutions, and individuals in carrying out the program authorized by this Act.

"SEC. 5. The authority of the Secretary under this Act shall expire at the expiration of five years from the date of enactment of this Act."

Mr. DINGELL (during reading of the amendment). Mr. Speaker, I ask unanimous consent that the committee amendment be considered as read.

The SPEAKER. Without objection, it is so ordered.

There was no objection.

Mr. DINGELL. Mr. Speaker, I move to strike out the last word.

Mr. Speaker, the purpose of the bill, H.R. 14699, is to inaugurate a program of fish protein concentrate, including authority to construct one pilot demonstration plant.

The committee has reduced this legislation from a much larger one, from five to one plant, and has reduced the amount of money very significantly which we will appropriate, and I believe it is a good bill.

Mr. SMITH of Iowa. Mr. Speaker, will the gentleman yield?

Mr. DINGELL. I yield to the gentleman.

Mr. SMITH of Iowa. I notice that on the bottom of page 4 the bill states that the Secretary of the Interior shall not commence construction of any plant until the Secretary of Health, Education, and Welfare shall have certified that fish protein concentrate produced from whole fish complies with the provisions of the Federal Food, Drug, and Cosmetics Act.

Is there any indication that HEW will certify that this product complies with the provisions of the Federal Food, Drug, and Cosmetics Act?

Mr. DINGELL. There is no indication, I will say to the gentleman, that this will not fully meet the Food and Drug standards. But I would point out to the gentleman that the committee unanimously adopted this amendment in order to make sure that no pressure

would be placed upon the Food and Drug Administration in determining whether or not this is safe for human consumption.

Mr. SMITH of Iowa. Is there any indication that the Food and Drug Administration would find that it should be used for human consumption?

Mr. DINGELL. The committee has every reason to believe that fish protein concentrates will be found to be entirely safe for human consumption in the very near future.

But the bill says that the Secretary of the Interior is authorized through public and private agencies to promote experiments designed to reduce fish to a nutritious, wholesome and stable fish protein concentrate.

Mr. SMITH of Iowa. According to the purpose of the bill, it states that it must be both safe and wholesome. That is something different. One can take a bucket of sewage and make it safe by bringing it to a high enough temperature but it still would not be wholesome.

Is there any indication that the Food and Drug Administration would find that whole fishmeal would be wholesome? I don't believe they could find it to be wholesome and that we therefore had just as well save the money for the research.

Mr. DINGELL. The committee is well satisfied that there are only a few small technicalities that have to be met before the Food and Drug Administration is going to certify that this substance will be safe for human consumption.

Mr. ROGERS of Florida. Mr. Speaker, will the gentleman yield?

Mr. DINGELL. Mr. Speaker, I yield to the gentleman.

Mr. ROGERS of Florida. Mr. Speaker, I agree with the chairman of the subcommittee that this is true, that the Food and Drug Administration is now looking at this problem and it seems that the real problem is the fact that the fluoride now present in the product mottles the teeth. Is it not so much a safety problem.

I think this is a good bill and a good project. It is, indeed, needed to move ahead in this field.

Mr. KEITH. Mr. Speaker, will the gentleman yield?

Mr. DINGELL. I yield to the gentleman.

Mr. KEITH. Mr. Speaker, I want to join my colleagues in supporting this legislation and in assuring the House that the Bureau of Commercial Fisheries and the National Science Foundation are making thorough studies of Fish Protein Concentrate. If we act favorably on this today, the chances are excellent that we will have some day soon, a food which will be wholesome and nutritious and help us in our efforts to aid the underdeveloped nations of the world.

I urge speedy passage of the bill.

Mr. DON H. CLAUSEN. Mr. Speaker, will the gentleman yield?

Mr. DINGELL. I yield to the gentleman.

Mr. DON H. CLAUSEN. Mr. Speaker, I too rise in support of this legislation.

I wonder if I may ask a question of the chairman of the subcommittee. Do I

understand that this particular legislation only provides for one research pilot plant?

Mr. DINGELL. Only one plant, the gentleman is correct.

Mr. DON H. CLAUSEN. I ask that question, because we had hoped that there would be five plants authorized. I understand that the bill as passed by the Senate provided five plants. I would hope at least that some sort of compromise may be developed in conference to increase the number of plants in the country. The possibilities for leasing plants for fish protein concentrate research is also included in the bill. I cannot urge too strongly the need to move forward this program designed to further utilize the vast untapped resources of the sea—hopefully for the benefit of all mankind.

Mr. SMITH of Iowa. Mr. Speaker, I move to strike the last word.

Mr. Speaker, I am somewhat amazed at the number of people who have been talking about whole fish protein concentrate as if it could be made wholesome. Maybe I just do not fully understand what they mean by wholesome. One can take a whole hog or rats or any animal and bring it to a high enough temperature, grind them up, and make a protein product that might be safe but it would not be what I would call wholesome. If the Food and Drug Administration and other Government agencies are going to say that they can take fish that contain waste and filth and poisons just like hogs and cattle—and bring it to a high temperature to kill germs and that it will then be considered suitable for human consumption, we are really torturing the definition of the word "wholesome." If they can do that, then we are going to have to change the interpretation of the word "wholesome" as it applies to the various kinds of foods that are now sold in this Nation. One-half of a hog is now considered by-products which are not suitable for human consumption, but which if brought to a high enough temperature would be a very high protein and one can argue that it would be safe, but it would not be "wholesome."

Mr. ROGERS of Florida. Mr. Speaker, will the gentleman yield?

Mr. SMITH of Iowa. I yield to the gentleman.

Mr. ROGERS of Florida. I do not think there can be any real question about this. This is being done all over the world. It is wholesome and it will be if the Food and Drug Administration approves it, because the Food and Drug Administration would not approve it unless there is going to be a protein content that can be safely consumed.

Mr. SMITH of Iowa. So do hog entrails and byproducts contain a high protein content.

Mr. ROGERS of Florida. I presume the gentleman eats sardines and probably oysters?

Mr. SMITH of Iowa. I do not eat them except those that have had the heads and guts removed.

Mr. ROGERS of Florida. Would you refuse the American people the right to eat sardines or the right to eat oysters?

Mr. SMITH of Iowa. We refuse them the right to eat the entrails of hogs and the waste and filth that is in them.

Mr. ROGERS of Florida. I know some people who eat chitterlings, though I do not care much for them myself. But I presume that hog producers would not wish to see prohibited the eating of hog skin or pigs feet.

Mr. SMITH of Iowa. We do not permit the eating of parts of hogs that are not wholesome, and that includes about 50 percent of the hog.

Mr. ROGERS of Florida. The bill requires that the product must be wholesome, and I am sure it will be.

I support H.R. 14699, a bill designed to increase the Nation's potential supply of protein and at the same time spur our lagging fishing industry.

There is a ready market for a low-cost protein, both here at home and abroad. We need only to develop a process that would convert fish not now in demand into a low-cost protein element.

In doing this, we would spur our lagging fishing industry by opening a new field of activity. The fish taken for processing in the protein research, are fish not now in demand.

Experts in Government, industry, and education have pointed out that the world will be faced with a food problem in the future due to the growing population.

But already there are many nations now that do not have the proper resources to develop protein. We could take advantage of this market by encouraging this fish protein concentrate.

People in India, South America, and Africa are in great need of protein. We could develop this need into a profitable industry which would serve us and our allies.

Mr. DINGELL. Mr. Speaker, will the gentleman yield?

Mr. SMITH of Iowa. I yield to the gentleman from Michigan.

Mr. DINGELL. The committee stated that no construction should commence on such plants and no action should begin under the bill until such time as the Food and Drug Administration certifies the substance as being safe and wholesome.

Mr. SMITH of Iowa. It seems to me that it would be impossible for them to say that it is wholesome unless we change our interpretation of the word "wholesome."

Mr. DINGELL. If the gentleman will yield further, I should like to point out that we have had rather extensive hearings on this subject. The Food and Drug Administration representatives testified on the question of "wholesomeness, and the particular process that will be used is not before it. The substance would be treated with isopropyl contraction, including heat, which would substantially remove the question of wholesomeness before the Food and Drug Administration. The question which remains concerns the iodine content and the question of how much lead is in the fish.

Mr. SMITH of Iowa. What about the filth and waste? Would you just permit the processors to grind it up and leave the filth and waste in the product?

Mr. DINGELL. As the gentleman from Florida pointed out, that question is not really before the Food and Drug Administration. The Food and Drug Administration has so testified. In fact, there are many products, such as canned sardines and oysters, that are regularly sold over the counters in this country as being wholesome.

Mr. SMITH of Iowa. Mr. Speaker, I think it would have been a good thing for the committee in its investigation to have gone to Arkansas and to have looked at some of the rice fields in which they keep fish every other year. After they take the fish out, there is the same kind of layer of waste that there is in a cattle pen after a farmer has fed a bunch of cattle. Are you going to permit that kind of filth to be ground up and put in food for human consumption? If we allow that, we will have to change all the definitions that we have of what is wholesome.

Mr. DINGELL. The fish protein concentrate would not be marketed or steps taken for marketing until such time as the Food and Drug Administration gives their approval.

Mr. KEITH. Mr. Speaker, I move to strike the last word.

As the author of this bill, I have had the subject as a prime interest for several years. There is a doctor by the name of Ezra Albon who owns a plant in my district and who has been manufacturing fish flour, as it used to be called, and fish protein concentrate, as it is now known. He has been giving it in large quantities to many countries throughout the world, particularly Peru and Mexico, where it is used to help the many undernourished children. I have visited these countries and I have seen many of those children with large, sad eyes and distended stomachs who are suffering from a disease known as kwashiorkor. This is the name given to a sickness which occurs when the second child arrives and the first child can no longer nurse at its mother's breasts. So the first child dies of malnutrition. Dr. Graham, a Harvard graduate practicing in the mountains of Peru, has taken this food supplement and administered it to these starving children. He has watched them grow into wholesome, competent young people, able to earn their own living in these underdeveloped countries. I can assure you that this food, after it is processed by the method that has been devised by our Bureau of Commercial Fisheries, will be wholesome and will do a great deal to help many people in other parts of the world as well as in this country. It is the kind of food which can be used as a supplement to help our milk interests, our wheat interests, and our soybean interests. It is entirely compatible with our objectives to help other people in other parts of the world. I hope that the House will approve the measure.

Mr. PELLY. Mr. Speaker, will the gentleman yield?

Mr. KEITH. I am glad to yield to the gentleman from Washington.

Mr. PELLY. I think the record should show that the committee, in deference to the great interest which the gentleman from Massachusetts has shown in this

subject over many years, selected his bill to sponsor.

I believe the gentleman has made a very important contribution toward the eventual development of a product which will do a great deal in the world to prevent starvation. I commend the gentleman.

Mr. RATES. Mr. Speaker, because of my conviction that fish protein concentrate potentially can provide much of the needed protein to feed the two-thirds of the world's population who are now undernourished, I hope that H.R. 14699 will be passed as one more step toward that worthy objective.

This bill differs from the Senate-passed version, which calls for five experiment and demonstration plants; but I am especially pleased to note that it is very similar to the proposal which I introduced to authorize one such plant. From the outset the Department of the Interior has felt that, initially at least, one plant would be sufficient to carry out the research required to perfect FPC so that it is commercially practical. The bill before us will, I trust, accomplish that purpose in the 5-year life of the proposed act; and if the future development of different processes for producing FPC requires it, I am sure the Congress will look favorably on the authorization of such additional experiment and demonstration plants as may be deemed necessary.

The million-dollar plant provided for in this legislation presumably will develop the original process worked out by the Bureau of Commercial Fisheries scientists so that it is economically sound to produce it on a commercial basis. For this reason, the Merchant Marine and Fisheries Committee has inserted a provision in the bill that acquisition of the new experiment and demonstration plant cannot commence until the Food and Drug Administration has approved the Bureau's original FPC process. I am hopeful that that approval will soon be forthcoming.

Enactment of a bill authorizing either one or five plants—with more than one to be constructed only if the Secretary of the Interior determines it is necessary for developing different FPC processes—has been strongly urged by Deputy Assistant Secretary Clarence Pautzke, who said in his latest report to the committee that this legislation "will provide for the perfection and demonstration of commercial scale processing techniques to produce an economical, highly nutritious, simply stored, and easily transported food substance."

I would like to emphasize what Mr. Pautzke said further:

Additionally, such legislation will encourage the development of markets for the products produced by these plants. There is widespread interest in the FPC program, as indicated by some fifteen major domestic food manufacturers who indicate an interest in testing the feasibility of incorporating high-quality fish protein concentrate into their products. These include baked goods, candy, cereals, nondairy baby foods, and dietary foods. In addition, interest in incorporating FPC in the diets of millions of protein-starved peoples in the developing countries throughout the world has been expressed by organizations such as the Agency for International Development, United Nations Chil-

dren's Fund, World Health Organization, and the Food and Agriculture Organization of the United Nations.

Mr. Speaker, I think that is about as concise an argument for the objectives of the pending bill as has ever been set forth. I hope that the House will approve this measure without delay so that the necessary conference with the Senate can be speeded to assure enactment of an FPC plant bill during this session of Congress.

Mr. WYATT. Mr. Speaker, I rise in strong support of H.R. 14699 to develop through the use of experiment and demonstration plants, practicable and economic means for the production of fish protein concentrate by the commercial fishing industry. Last March, I introduced a bill for this purpose. I urge with all the power at my command that my colleagues support H.R. 14699.

Fish protein concentrate of fish flour, is potentially of tremendous economic significance to our fishing industry and would provide a wonderful nutritional food for the hungry of the world.

With the developing of the worldwide struggle against hunger, the potential of this new process for producing a wholesome fish protein concentrate which can be used as a diet supplement throughout the world is nearly unlimited. The task of feeding a world confronted with a population explosion of the magnitude which we now anticipate is almost beyond belief. At the present time, more than half of the inhabitants of the world are undernourished or in actual hunger. When the world's population is geometrically increased over the coming years, the world's food problem will be increased in like proportion. Thus, this new concept of fish protein concentrate is of the utmost importance for us all.

Our domestic fishing industry should be given the opportunity to produce a satisfactory low-cost fish protein concentrate meeting general nutritional standards for worldwide use in human diets. Our domestic fishing industry in the Pacific Northwest, as well as in the Northeast Atlantic and indeed throughout almost all areas of the United States, has been economically depressed for the past several years.

The world fish catch has more than doubled in the past 10 years or so and the world ocean is yielding approximately 100 billion pounds of fish and fishery products annually, whereas our domestic fishery catch has not increased. If a practicable and economic means can be developed for the production of fish protein concentrate by the commercial fishing industry, our domestic fishing industry would economically and advantageously fish for different species of fish which are in abundance on or above our Continental Shelf. Bottom dwelling species are to be found in great abundance and as of now this resource is barely tapped. Research conducted to date proves conclusively that fish protein concentrate would have a tremendous world market and would be a boon not only to our domestic fishery, but also would do much to provide a low cost

highly nutritional food for the hungry of the world.

In my judgment it would be perilous for the United States to delay supporting needed action at this time to develop fully a strong fish protein concentrate industry in the United States. In the past 2 years we have had a tremendous buildup of Soviet fishing activity off the coast of Oregon and Washington and there is absolutely no question but that the Russian Government intends to continue the buildup of its international fishing fleet. Unless we in the United States wake up and take immediate action to strengthen our own domestic fishing industry we will be left by the wayside. This will have serious political implications and consequences for the United States throughout the world.

The SPEAKER. The question is on the committee amendment.

The committee amendment was agreed to.

The bill was ordered to be engrossed and read a third time, and was read the third time.

The SPEAKER. The question is on the passage of the bill.

The question was taken; and on a division (demanded by Mr. SMITH of Iowa) there were—ayes 89, noes 11.

So the bill was passed.

The title was amended so as to read: "A bill to authorize the Secretary of the Interior to develop, through the use of an experiment and demonstration plant, practicable and economic means for the production by the commercial fishing industry of fish protein concentrate."

A motion to reconsider was laid on the table.

Mr. DINGELL. Mr. Speaker, I ask unanimous consent that the Committee on Merchant Marine and Fisheries be discharged from further consideration of the Senate bill (S. 2720) to authorize the Secretary of the Interior to develop, through the use of experiment and demonstration plants, practicable and economic means for the production by the commercial fishing industry of fish protein concentrate, a similar bill, and ask for its immediate consideration.

The Clerk read the title of the bill.

The SPEAKER. Is there objection to the request of the gentleman from Michigan?

There was no objection.

The Clerk read the bill, as follows:

S. 2720

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That the Secretary of the Interior is authorized to conduct, and through grants to and contracts with public and private agencies to promote studies, research, and experiments designed to develop the best and most economical processes and methods to reduce fish which are in abundant supply and which are not now widely sought after for human food to a highly nutritious and stable fish protein concentrate, as well as to conduct food technology and feasibility studies with respect to such products.

SEC. 2. (a) The Secretary is also authorized to provide for the construction, operation, and maintenance of not to exceed five ex-

periment and demonstration plants for the production of a fish protein concentrate. Such plants shall be designed to demonstrate the reliability and practicability and the economic, engineering, and operating potentials of the processes and methods to reduce fish to fish protein concentrate. Such plants shall be located in such geographical areas as the Secretary determines will demonstrate optimum feasibility from the standpoint of operation, maintenance, and economic potential.

(b) The Secretary may enter into a contract or contracts for the construction of the plants authorized by subsection (a) of this section, and he may, to the extent he deems desirable, enter into a separate contract or contracts for the operation and maintenance of such plants. Each operation and maintenance contract shall provide, in addition to such terms and conditions as the Secretary deems desirable, for the compilation by the contractor of complete records with respect to the operation, maintenance, and engineering of the plant or plants. The records so compiled shall be made available to the public and to the Congress by the Secretary at periodic and reasonable intervals. Access by the public to the plants shall be assured during all phases of their operation subject to such reasonable restrictions as to time and place as the Secretary may require or approve.

(c) Each constructed plant and its equipment upon the expiration of a period deemed adequate by the Secretary for experiment and demonstration purposes, but not to exceed ten years from the date of this Act, shall, as promptly as practicable, be disposed of in accordance with the applicable provisions of the Federal Property and Administrative Services Act, as amended.

(d) The Secretary may acquire lands or interests therein, patents, licenses, technical data, inventions, secret processes, supplies, and equipment by purchase, license, lease, or donation to carry out the provisions of this section.

SEC. 3. There are authorized to be appropriated not to exceed \$5,000,000 for the construction of the plants authorized by this Act, together with such additional sums as may be necessary for the operation and maintenance of such plants, and for conducting the program authorized by this Act.

SEC. 4. The Secretary shall cooperate with public and private agencies, organizations, institutions, and individuals in carrying out the program authorized by this Act.

SEC. 5. The authority of the Secretary under this Act, except the authority to operate and maintain plants theretofore constructed, shall expire at the expiration of five years from the date of enactment of this Act.

MOTION OFFERED BY MR. DINGELL

Mr. DINGELL. Mr. Speaker, I move to strike out all after the enacting clause of S. 2720 and to insert in lieu thereof the provisions of H.R. 14699, as passed.

The SPEAKER. The Clerk will report the motion.

The Clerk read as follows:

Mr. DINGELL moves to strike out all after the enacting clause of S. 2720 and to insert in lieu thereof the provisions of H.R. 14699, as passed, as follows:

"That the Secretary of the Interior is authorized to conduct, and through grants to and contracts which public and private agencies to promote studies, research, and experiments designed to develop the best and most economical processes and methods to reduce fish which are in abundant supply and which are not now widely sought after for human

food to a nutritious, wholesome, and stable fish protein concentrate, as well as to conduct food technology and feasibility studies with respect to such products.

"SEC. 2. (a) The Secretary is also authorized to acquire by lease or to construct not to exceed one experiment and demonstration plant for the production of a fish protein concentrate. Such plant shall be designed to demonstrate the reliability and practicability and the economic, engineering, and operating potentials of the processes and methods to reduce fish to fish protein concentrate. Such plant shall be located in such geographical area as the Secretary determines will demonstrate optimum feasibility from the standpoint of operation, maintenance, and economic potential. The Secretary of the Interior shall not commence construction of or lease any plant pursuant to the provisions of this Act until the Secretary of Health, Education, and Welfare shall have certified that fish protein concentrate produced from whole fish complies with the provisions of the Federal Food, Drug, and Cosmetics Act.

"(b) The Secretary may operate and maintain or contract for the operation and maintenance of such plant. Any operation and maintenance contract shall provide, in addition to such terms and conditions as the Secretary deems desirable, for the compilation by the contractor of complete records, including cost data, with respect to the operation, maintenance, and engineering of the plant. The records so compiled shall be made available to the public and to the Congress by the Secretary at periodic and reasonable intervals. Access by the public to the plant shall be assured during all phases of its operation subject to such reasonable restrictions as to time and place as the Secretary may require or approve.

"(c) All contracts entered into pursuant to subsection (b) of this section shall include a clause to the effect that the Comptroller General of the United States or any of his duly authorized representatives shall until the expiration of three years after final payment have access to and the right to examine any directly pertinent books, documents, papers, and records of the contractor or any of his subcontractors engaged in the performance of and involving transactions related to such contracts or subcontracts.

"(d) Any constructed plant and its equipment upon the expiration of a period deemed adequate by the Secretary for experiment and demonstration purposes, shall, as promptly as practicable, be disposed of in accordance with the applicable provisions of the Federal Property and Administrative Services Act, as amended.

"(e) The Secretary may acquire lands or interests therein, patents, licenses, technical data, inventions, secret processes, supplies, and equipment by purchase, license, lease, or donation to carry out the provisions of this section.

"SEC. 3. There are authorized to be appropriated not to exceed \$1,000,000 for the construction or acquisition by lease of the plant authorized by this Act, such appropriation to remain available until expended, together with such additional sums as may be necessary for the operation and maintenance of such plant, not to exceed \$285,000 per year for a period of five years, and for conducting the program authorized by this Act, not to exceed \$835,000 per year for a period of five years.

"SEC. 4. The Secretary shall cooperate with public and private agencies, organizations, institutions, and individuals in carrying out the program authorized by this Act.

"SEC. 5. The authority of the Secretary under this Act shall expire at the expiration of five years from the date of enactment of this Act.

"Amend the title so as to read: 'A bill to authorize the Secretary of the Interior to develop, through the use of an experiment

and demonstration plant, practicable and economic means for the production by the commercial fishing industry of fish protein concentrate.'"

The SPEAKER. The question is on the motion offered by the gentleman from Michigan.

The motion was agreed to.

The Senate bill was ordered to be read a third time, was read the third time, and passed, and a motion to reconsider was laid on the table.

A similar House bill (H.R. 14699) was laid on the table.

GENERAL LEAVE

Mr. DINGELL. Mr. Speaker, I ask unanimous consent that all Members of the House may have 5 legislative days in which to revise and extend their remarks on the legislation just passed.

The SPEAKER. Is there objection to the request of the gentleman from Michigan?

There was no objection.

FURTHER MESSAGE FROM THE SENATE

A further message from the Senate by Mr. Arrington, one of its clerks, announced, that the Senate agrees to the amendment of the House of Representatives to the bill (S. 491) entitled "An act to provide for the establishment of the Bighorn Canyon National Recreational Area, and for other purposes," with the following amendment on page 3, line 6, of the House engrossed amendment strike out "[donation,], and insert "donation or exchange", in which concurrence of the House is requested.

FUR SEAL ACT OF 1966

Mr. DINGELL. Mr. Speaker, I ask unanimous consent for the present consideration of the bill (S. 2102) to protect and conserve the North Pacific fur seals, to provide for the administration of the Pribilof Islands, to conserve the fur seals and other wildlife on the Pribilof Islands, and to protect sea otters on the high seas.

The Clerk read the title of the bill.

The SPEAKER. Is there objection to the request of the gentleman from Michigan?

There being no objection, the Clerk read the bill, as follows:

S. 2102

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That this Act may be cited as the "Fur Seal Act of 1966".

TITLE I—CONSERVATION AND PROTECTION OF THE NORTH PACIFIC FUR SEALS

SEC. 101. It is unlawful, except as provided in this Act or by regulation of the Secretary of the Interior, for any person or vessel subject to the jurisdiction of the United States to engage in the taking of fur seals in the North Pacific Ocean or on lands or waters under the jurisdiction of the United States, or to use any port or harbor or other place under the jurisdiction of the United States for any purpose connected in any way with such taking, or for any person to transport, import, offer for sale, or possess at any port

or place or on any vessel, subject to the jurisdiction of the United States, fur seals or the parts thereof, including, but not limited to, raw, dressed, or dyed fur seal skins, taken contrary to the provisions of this Act or the Convention, or for any person subject to the jurisdiction of the United States to refuse to permit, except within the territorial waters of the United States, a duly authorized official of Canada, Japan or the Union of Soviet Socialist Republics to board and search any vessel which is outfitted for the harvesting of living marine resources and which is subject to the jurisdiction of the United States to determine whether such vessel is engaged in sealing contrary to the provisions of said Convention.

SEC. 102. (a) Indians, Aleuts, and Eskimos who dwell on the coasts of the North Pacific Ocean and who take fur seals without the use of firearms in boats not transported by or used in connection with other vessels, and which are propelled entirely by oars, paddles, or sails, and manned by not more than five persons in the way said Indians, Aleuts, and Eskimos have historically practiced, are permitted to take such seals and to dispose of their skins in any manner after the skins have been officially marked and certified by a person authorized by the Secretary of the Interior.

(b) The authority contained in this section shall not apply to Indians, Aleuts, and Eskimos who are employed by any person engaged in the taking of fur seals or under contract to deliver the skins to any person.

SEC. 103. The Secretary of the Interior shall (1) conduct such scientific research and investigations on the fur seal resources of the North Pacific Ocean as he deems necessary to carry out the obligations of the United States under the Convention, and (2) permit, subject to such terms and conditions as he deems desirable, the taking, transportation, importation, exportation, or possession of fur seals or their parts for educational, scientific, or exhibition purposes.

SEC. 104. (a) The Secretary shall (1) take and cure fur seal skins on the Pribilof Islands and on lands subject to the jurisdiction of the United States whenever he deems such taking and curing is necessary to carry out the provisions of the Convention or to manage the fur seal herd, (2) employ natives of the Pribilof Islands and, when necessary, other persons for taking and curing of fur seal skins pursuant to this section, and compensate them at rates to be determined by the Secretary, (3) deliver to authorized agents of the parties such fur seal skins as the parties are entitled under the Convention, (4) utilize such quantities of fur seal skins taken pursuant to this section or forfeited to, or seized by, the United States as the Secretary deems desirable for product development and market promotion, (5) provide for the disposal or destruction of any fur seal skins that are damaged or that are determined by the Secretary to have no value or use as luxury furs, (6) provide for the processing of such quantities of fur seal skins as he deems desirable, (7) provide from time to time for the sale, pursuant to such terms and conditions as the Secretary deems desirable, of fur seal skins and products of fur seals not otherwise used or disposed of pursuant to this Act, and (8) deposit into the Pribilof Islands fund in the Treasury the proceeds from such sales, except that the Secretary shall pay annually to the Commission the proceeds from the sales of any fur seal skins that are taken contrary to the provisions of this title and the regulations issued thereunder or that are forfeited to the United States.

(b) The Secretary is authorized to enter into agreements with any public or private agency or person for the purpose of carrying

DIGEST of Congressional Proceedings

OF INTEREST TO THE DEPARTMENT OF AGRICULTURE

UNITED STATES DEPARTMENT OF AGRICULTURE
WASHINGTON, D. C. 20250
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HIGHLIGHTS: House agreed to Conference report on child nutrition bill. House agreed to Senate amendments to bill revising Federal Seed Act. Rep. Langen criticized Administration's farm program.

HOUSE

1. **FOOD FOR PEACE.** Recommended, 306-61, to conference H. R. 14929, the food-for-peace bill, with instructions to insist on the provision restricting sales of agricultural commodities to any nation that ships equipment, materials, or commodities to Cuba or North Vietnam. pp. 24314-25
2. **CHILD NUTRITION.** Agreed to the conference report on S. 3467, the child nutrition bill. pp. 24313-4

3. SEEDS. Agreed to Senate amendments to H. R. 15662, to revise the Federal Seed Act. This bill will now be sent to the President. p. 24313
4. POVERTY. Conferees were appointed on H. R. 15111, to continue and change various programs under the Economic Opportunity Act. p. 24326
5. EDUCATION. Began debate on H. R. 13161, to strengthen and improve programs of assistance for elementary and secondary schools. pp. 24328-47, 24377-8
6. FARM PROGRAM. Rep. Langen reviewed various criticisms of the Administration's farm program by the Republican Policy Committee. pp. 24365-6
7. RURAL DEVELOPMENT. Rep. Moeller recommended S. 2934, the rural community development districts bill. pp. 24378-9
8. FARM CREDIT. The Banking and Currency Committee reported without amendment S. J. Res. 153, to provide for medals in commemoration of the 50th anniversary of the Federal land bank system (H. Rept. 2193). p. 24387
9. CONSUMERS. Rep. Rosenthal reviewed and requested additional actions to protect consumers. pp. 24379-81
10. PERSONNEL; POVERTY. Rep. Bob Wilson claimed the administration is "hypocritical" in vetoing the Government employees' life insurance bill, then favoring the poverty bill. p. 24364

SENATE

11. LOANS. The Agriculture and Forestry Committee reported with amendments S. 688, to extend loan eligibility to non-profit corporations for rural renewal activities (S. Rept. 1676). p. 24184
12. EDUCATION. The Labor and Public Works Committee reported with amendments H. R. 14644, the proposed Higher Education Amendments of 1966 (S. Rept. 1677). p. 24184
Began debate on S. 3046, to strengthen and improve programs of assistance for elementary and secondary schools. pp. 24244, 24255-99
The Finance Committee reported without amendment H. R. 8664, to implement the Agreement on the Importation of Educational, Scientific, and Cultural Materials, opened for signature at Lake Success on Nov. 22, 1950 (S. Rept. 1679). p. 24184
13. TRANSPORTATION. Conferees were appointed on H. R. 15963, to establish a Department of Transportation. House conferees have been appointed. p. 24244
14. FOREIGN AID. Passed, 52-22, with amendments H. R. 17788, the foreign aid appropriation bill (pp. 24224-244). Agreed to an amendment by Sen. Ellender to reduce by \$27 million appropriations for development loans (pp. 24239-40). Conferees were appointed. House conferees have not been appointed.
15. FISH PROTEIN. Conferees were appointed on S. 2720, to authorize the Interior Department to develop practicable and economic means for production by the commercial fishing industry of fish protein concentrate. House conferees have not been appointed. pp. 24299-300

sides of the aisle have put in many hours on this legislation, and as always it is a pleasure to work with them, especially when the product is a bill like the one before us today. I urge the Senate to give it overwhelming approval.

Mr. KENNEDY of New York. Mr. President, I commend the Senator from Texas on his fine statement.

Mr. YARBOROUGH. Mr. President, I thank the Senator from New York for his usual perceptiveness.

ORDER FOR ADJOURNMENT

Mr. MANSFIELD. Mr. President, I ask unanimous consent that when the Senate completes its business this afternoon, it stand in adjournment until 12 o'clock noon tomorrow.

The PRESIDING OFFICER. Without objection, it is so ordered.

ESTABLISHMENT OF CONTIGUOUS FISHERY ZONE BEYOND TERRITORIAL SEA OF THE UNITED STATES

The PRESIDING OFFICER laid before the Senate the amendment of the House of Representatives to the bill (S. 2218) to establish a contiguous fishery zone beyond the territorial sea of the United States, which was to strike out all after the enacting clause and insert:

That there is established a fisheries zone contiguous to the territorial sea of the United States. The United States will exercise the same exclusive rights in respect to fisheries in the zone as it has in the territorial sea, subject to the continuation of traditional fishing by foreign states within this zone as may be recognized by the United States.

SEC. 2. The fisheries zone has as its inner boundary the outer limits of the territorial sea and as its seaward boundary a line drawn so that each point on the line is nine nautical miles from the nearest point in the inner boundary.

SEC. 3. Whenever the President determines that a portion of the fisheries zone conflicts with the territorial waters or fisheries zone of another country, he may establish a seaward boundary for such portion of the zone in substitution for the seaward boundary described in section 2.

SEC. 4. Nothing in this Act shall be construed as extending the jurisdiction of the States to the natural resources beneath and in the waters within the fisheries zone established by this Act or as diminishing their jurisdiction to such resources beneath and in the waters of the territorial seas of the United States.

Mr. BARTLETT. Mr. President, this measure is of great importance to the people of the State of Oregon as well as to other coastal States.

The only change of a substantive nature was the addition by the House of a new section 4 to the bill. It reads as follows:

SEC. 4. Nothing in this Act shall be construed as extending the jurisdiction of the States to the natural resources beneath and in the waters within the fisheries zone established by this Act or as diminishing their jurisdiction to such resources beneath and in the waters of the territorial seas of the United States.

According to the report of the House Committee on Merchant Marine and

Fisheries, this language was added to make it clear that the jurisdiction of the coastal States to regulate the fisheries and to manage and develop the natural resources beneath and in the waters of the territorial sea—out to 3 miles from shore—was neither increased nor decreased, nor was the jurisdiction of the coastal States to regulate the fisheries and to manage and control any resources beneath and in the waters of the newly established fisheries zone extended to such zone.

Mr. President, I move that the Senate concur in the House amendments.

Mr. MORSE. Mr. President, will the Senator yield?

Mr. BARTLETT. I am happy to yield.

Mr. MORSE. In behalf of the people of my State, I thank the Senator from Alaska for his leadership, not only in this field, but in dealing with many of the problems that affect the Pacific Northwest.

The passage of this bill will be good news, not only to the fisheries and the fishermen of my State, but to the entire coastal region.

I heartily endorse the motion, and I thank the Senator.

The motion was agreed to.

PROTECTION AND CONSERVATION OF NORTH PACIFIC FUR SEALS

The PRESIDING OFFICER laid before the Senate the amendments of the House of Representatives to the bill (S. 2102) to protect and conserve the North Pacific fur seals, to provide for the administration of the Pribilof Islands, to conserve the fur seals and other wildlife on the Pribilof Islands, and to protect sea otters on the high seas, which were, on page 2, line 20, strike out all after "Ocean" over through and including "Interior." on page 3, line 3, and insert: "are permitted to take fur seals and dispose of their skins in any manner after the skins have been officially marked and certified by a person authorized by the Secretary of the Interior, provided that the seals are taken only in canoes not transported by or used in connection with other vessels, and propelled entirely by oars, paddles, or sails, and manned by not more than five persons each, in the way hitherto practiced and without the use of firearms."; on page 3, line 6, strike out "engaged in the taking of fur seals or" and insert "for the purpose of taking fur seals or are"; on page 5, line 14, strike out all after "seizure or" down through and including "States." in line 21, and insert: "arrest."

"The Secretary of the Interior or the Secretary of the Treasury, upon request of the Secretary of State, shall deliver the seized vessel or arrested person, or both, as promptly as practicable to the authorized officials of said party: *Provided*, That whenever said party cannot immediately accept such delivery, the Secretary of the Interior or the Secretary of the Treasury may, upon request of the Secretary of State, keep the vessel or person under surveillance within the United States"; on page 9, lines 23 and 24, strike out "Islands including the coasts

thereof." and insert "Islands."; on page 10, lines 14 and 15, strike out "Surgeon General of the Public Health Service" and insert "Secretary of Health, Education, and Welfare"; on page 10, line 23, strike out all after "section." over through and including "Islands." on page 11, line 3; on page 12, line 1, strike out all after "that" down through and including "property." in line 6, and insert "the title conveyed is inalienable except upon approval of the Secretary."; on page 12, line 11, strike out "or" where it appears the second time, and insert "of"; on page 13, line 7, strike out "Treasury shall pay" and insert "Interior shall certify to the Secretary of the Treasury for payment"; on page 16, line 11, after "the" insert "gross receipts of the"; on page 21, after line 6, insert:

(d) The term "Pribilof Islands" as used in this Act means the islands of St. Paul and St. George, Walrus and Otter Islands, and Sea Lion Rock.

On page 22, line 3, strike out all after "of" down through and including "Islands." in line 7, and insert "1966, including, but not limited to, the costs of handling and dressing the skins, the costs of making the sales, and all expenses incurred in the administration of the Pribilof Islands, and the payments made to any municipal corporation established pursuant to this Act and to the civil service retirement and disability fund pursuant to section 208 of this Act."

Mr. BARTLETT. Mr. President, I move that the Senate disagree to the amendments of the House of Representatives and request a conference on the disagreeing votes of the two houses thereon, and that the Chair appoint the conferees on the part of the Senate.

The motion was agreed to; and the Presiding Officer appointed Senators BARTLETT, MAGNUSON, and PROUTY as conferees on the part of the Senate.

DEVELOPMENT OF PRODUCTION BY COMMERCIAL FISHING INDUSTRY OF FISH PROTEIN CONCENTRATE

The PRESIDING OFFICER laid before the Senate the amendments of the House of Representatives to the bill (S. 2720) to authorize the Secretary of the Interior to develop, through the use of experiment and demonstration plants, practicable and economic means for the production by the commercial fishing industry of fish protein concentrate, which were, to strike out all after the enacting clause and insert:

That the Secretary of the Interior is authorized to conduct, and through grants to and contracts with public and private agencies to promote studies, research, and experiments designed to develop the best and most economical processes and methods to reduce fish which are in abundant supply and which are not now widely sought after for human food to a nutritious, wholesome, and stable fish protein concentrate, as well as to conduct food technology and feasibility studies with respect to such products.

SEC. 2. (a) The Secretary is also authorized to acquire by lease or to construct not to exceed one experiment and demonstration

plant for the production of a fish protein concentrate. Such plant shall be designed to demonstrate the reliability and practicability and the economic, engineering, and operating potentials of the processes and methods to reduce fish and fish protein concentrate. Such plant shall be located in such geographical area as the Secretary determines will demonstrate optimum feasibility from the standpoint of operation, maintenance, and economic potential. The Secretary of the Interior shall not commence construction of or lease any plant pursuant to the provisions of this Act until the Secretary of Health, Education, and Welfare shall have certified that fish protein concentrate produced from whole fish complies with the provisions of the Federal Food, Drug, and Cosmetics Act.

(b) The Secretary may operate and maintain or contract for the operation and maintenance of such plant. Any operation and maintenance contract shall provide, in addition to such terms and conditions as the Secretary deems desirable, for the compilation by the contractor of complete records, including cost data, with respect to the operation, maintenance, and engineering of the plant. The records so compiled shall be made available to the public and to the Congress by the Secretary at periodic and reasonable intervals. Access by the public to the plant shall be assured during all phases of its operation subject to such reasonable restrictions as to time and place as the Secretary may require or approve.

(c) All contracts entered into pursuant to subsection (b) of this section shall include a clause to the effect that the Comptroller General of the United States or any of his duly authorized representatives shall until the expiration of three years after final payment have access to and the right to examine any directly pertinent books, documents, papers, and records of the contractor or any of his subcontractors engaged in the performance of and involving transactions related to such contracts or subcontracts.

(d) Any constructed plant and its equipment upon the expiration of a period deemed appropriate by the Secretary for experiment and demonstration purposes, shall, as promptly as practicable, be disposed of in accordance with the applicable provisions of the Federal Property and Administrative Services Act, as amended.

(e) The Secretary may acquire lands or interests therein, patents, licenses, technical data, inventions, secret processes, supplies, and equipment by purchase, license, lease, or donation to carry out the provisions of this section.

SEC. 3. There are authorized to be appropriated not to exceed \$1,000,000 for the construction or acquisition by lease of the plant authorized by this Act, such appropriation to remain available until expended, together with such additional sums as may be necessary for the operation and maintenance of such plant, not to exceed \$285,000 per year for a period of five years, and for conducting the program authorized by this Act, not to exceed \$835,000 per year for a period of five years.

SEC. 4. The Secretary shall cooperate with public and private agencies, organizations, institutions, and individuals in carrying out the program authorized by this Act.

SEC. 5. The authority of the Secretary under this Act shall expire at the expiration of five years from the date of enactment of this Act.

And to amend the title so as to read: "A bill to authorize the Secretary of the Interior to develop, through the use of an experiment and demonstration plant, practicable and economic means for the production by the commercial fishing industry of fish protein concentrate."

Mr. BARTLETT. Mr. President, I move that the Senate disagree to the amendments of the House of Representatives and request a conference on the disagreeing votes of the two Houses thereon, and that the Chair appoint the conferees on the part of the Senate.

The motion was agreed to; and the Presiding Officer appointed Senators BARTLETT, MAGNUSON, and PROUTY, as conferees on the part of the Senate.

Mr. BARTLETT. Mr. President, once again I express my appreciation to the Senator from Oregon.

ECONOMIC OPPORTUNITY AMENDMENTS OF 1966

The PRESIDING OFFICER laid before the Senate a message from the House of Representatives announcing its disagreement to the amendment of the Senate to the bill (H.R. 15111) to provide for continued progress in the Nation's war on poverty, and requesting a conference with the Senate on the disagreeing votes of the two Houses thereon.

Mr. MORSE. I move that the Senate insist upon its amendment, agree to the request of the House for a conference, and that the Chair appoint the conferees on the part of the Senate.

The motion was agreed to; and the Presiding Officer appointed Mr. CLARK, Mr. RANDOLPH, Mr. PELL, Mr. KENNEDY of Massachusetts, Mr. KENNEDY of New York, Mr. NELSON, Mr. JAVITS, Mr. PROUTY, and Mr. MURPHY conferees on the part of the Senate.

THE 1966 CAPTIVE NATIONS WEEK

Mr. SIMPSON. Mr. President, this past July citizens throughout the country observed the eighth Captive Nations Week. From all accounts, this observance turned out to be the best yet. In terms of citizen activity, newspaper coverage, TV and radio programing, and public discussion forums, the 1966 Captive Nations Week surpassed all others. This sustained and growing interest in the plight of all the captive nations augurs well for the future of our country in the months and years ahead.

For the past 2 months, the RECORD has been replete with reports of this highly successful week. To complete this massive report on what has truly become an American tradition of hope, understanding, and patriotic determination, I ask unanimous consent that the following items be printed at this point in the RECORD:

First. A July 29 editorial in the Florida Catholic on "Captive Nations Week";

Second. A Sarasota, Fla., account of July 22 on "Captive Week Observance Irritates Soviet Officials";

Third. The program and review of the Chicago observance, followed by reports in the Chicago newspapers;

Fourth. The program of the observance in Phoenix, Ariz., on July 28, 1966;

Fifth. A letter on the "Captive People" in the July 28 issue of the Wanderer;

Sixth. An article on "Captive Nations in New England" in the September 15 issue of America, followed by newspaper

items and reports in several New England papers; and

Seventh. A report on the Kiwanis International Captive Nations Week project in Tampa, Fla.

There being no objection, the items were ordered to be printed in the RECORD, as follows:

[From the Florida Catholic, July 29, 1966]

CATHOLIC COMMENT: CAPTIVE NATIONS WEEK

Since 1959 the third week in July has been designated, by a special act of Congress, as "Captive Nations Week." Its purpose is to focus on the plight of those peoples who live under communist domination. It is a week when special prayers are offered for these oppressed people that the light of liberty will not be dimmed forever in their native lands.

It is indeed unfortunate that so many Americans are ignorant of the nations that are submerged in the atheistic tyranny of communism. They seem to have forgotten the millions of people who must live without the basic liberties in these forgotten nations.

In some quarters of our nation those who should know better are telling us that communism is "changing" or that it is "mellowing." But communism will never change so long as it is atheistic in nature and materialistic in operation. Under such a system God and liberty have no place.

Another fallacy often heard is that such nations as Romania and Czechoslovakia are at odds with the Kremlin and that they seek to break away from the Soviet Union.

It may be true that in certain minor instances nations in the Red orbit may disagree with policies emanating from Moscow. But in the major decisions, they are as one.

We have an example of this in a news release dated only this past July 8. It was then that the seven nations in the Communist Warsaw Pact—Hungary, Bulgaria, East Germany, Poland, Romania, Czechoslovakia, and the Soviet Union—jointly condemned the United States for its "aggression" in Viet Nam. These nations also said they were ready to send "volunteers" to Viet Nam to fight U.S. troops if Hanoi asks for them.

If communism is changing, where can we find it in the above policy statement? The communists have yet to be deterred from their long-stated objective—the conquest of the world.

The peoples of the captive nations look to the U.S. for hope, for guidance, and for prayers. If we cannot or will not grant them the first two, the least we can do is pray to God that the day of their deliverance will be short-coming. The worst thing we could say is that they are not "captive" and thus ignore their pleas to live as we do—in freedom.

—THE WEST VIRGINIA REGISTER.

CAPTIVE WEEK OBSERVANCE IRRITATES SOVIET OFFICIALS

SARASOTA.—Sarasota's Project Alert, in conjunction with Captive Nations Week, has made the following release:

"In 1959 Congress passed a resolution to make the third week in July, Captive Nations Week. Since then, many of our nation's governors, mayors and citizens have amplified the observance although our administration in Washington has played down the Week in recent years.

"And, since then, most significantly, the Resolution has become a major irritating thorn in the thick hide of Soviet Russia. The Week has become the occasion for communist denunciation of our efforts to focus world attention on the nations forcefully brought under Communist domination.

SOVIET BLASTS WEEK

"Mikhail Suslov, Secretary of the Central Committee of the Soviet Communist Party, said in July, 1965, 'Especially disgusting is

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HIGHLIGHTS: see page 5

HOUSE

1. APPROPRIATIONS. Received the conference report on H. R. 17788, the foreign aid appropriation bill (H. Rept. 2203). Conferees had been appointed earlier. pp. 24513-4

Conferees were appointed in both Houses for a second conference on H. R. 15941, the Defense Department appropriation bill. pp. 24513, 24456

2. PERSONNEL. The Post Office and Civil Service Committee reported with amendments S. 699, to provide for inclusion of periods of reemployment of annuitants under the Civil Service Retirement Act for the purpose of computing annuities of their surviving spouses (H. Rept. 2201). p. 24603

The Post Office and Civil Service Committee reported with amendments S. 1496, to repeal the act which prohibits the detail of field personnel to duty in D.C. except for the performance of duties in connection with their field offices (H. Rept. 2202). p. 24603

3. WILDLIFE. Received the conference report on H. R. 9424, to provide for a program of protection and conservation of fish and wildlife threatened with extinction and to consolidate the authorities relating to Interior administration of the national wildlife refuge system (H. Rept. 2205). p. 24603
4. EDUCATION. Passed with amendments, 237-97, H. R. 13161, to strengthen and improve programs of assistance for our elementary and secondary schools. pp. 24515-77, 24586
5. FISH PROTEIN. Conferees were appointed on S. 2720, to authorize the Interior Department to develop practicable and economic means for production by the commercial fishing industry of fish protein concentrate. Senate conferees have already been appointed. p. 24587
6. GOVERNMENT REPORTS. The Government Operations Committee "ordered reported" reports entitled, "Strengthening Wage-Price Guideposts," and "Market Promotion Activity of Foreign Agricultural Services (Second Review)." p. D964
7. EDUCATION. The Interstate and Foreign Commerce Committee voted to report (but did not actually report) H. R. 13884, the proposed Professional Training and Cooperation Amendments, and S. 2979, to extend coverage of the State Technical Services Act of 1965 to the territory of Guam. p. D964
8. TRANSPORTATION. The Merchant Marine and Fisheries Committee voted to report (but did not actually report) H.R. 15283, to authorize the carriage of military cargoes by U. S.-flag vessels at reduced rates which are fair and reasonable. p. D965
9. WATERSHEDS. The Public Works Committee approved work plans for the following watershed projects: Little Sandy Creek and Trail Creek, Ga., Caston-Mountain Creek, Okla., and Choctaw Creek, Tex. p. D965
10. LEGISLATIVE ACCOMPLISHMENTS. Rep. Madden commended the accomplishments of the 89th Congress and reviewed his recommendations. pp. 24584-6
11. CONGRESSIONAL REORGANIZATION. Rep. Rumsfeld urged "immediate consideration" by the House of the omnibus bill on the organization of Congress. p. 24589
12. DEMONSTRATION CITIES. Rep. Barrett inserted an editorial in support of the demonstration cities bill. pp. 24598-9
13. 4-H CLUBS. Rep. Sisk inserted an article by a 4-H member, "What 4-H Means to Me." p. 24600
14. VETERANS AFFAIRS. Rep. Randall reviewed the major provisions of the "cold war bill of rights." p. 24600

sioner of Correction, Under Secretary of Commerce, or U.S. Ambassador.

I came to know Richard C. Patterson, Jr., when I was president of the New York Young Democratic Club, Inc., for he was deeply concerned with the involvement of young people in politics. As a matter of fact, he had been one of the founders of the New York Young Democratic Club in the early years of its existence. He was always ready to offer advice and assistance to the club for which he had great personal attachment.

Mr. Speaker, I want to take this opportunity to extend my deepest sympathy to Mrs. Patterson, to his daughter, Mrs. Jarvis J. Slade, and three grandchildren.

Mr. Speaker, I include at this point in the RECORD the obituary which appeared in the New York Times of October 1, 1966:

RICHARD PATTERSON, JR., 80, DIES—EX-PUBLIC EVENTS COMMISSIONER—FORMER AMBASSADOR WAS THE CITY'S PROTOCOL CHIEF IN WAGNER YEARS

Richard Cunningham Patterson, Jr., former Commissioner of Public Events and chief of protocol of New York City and for 12 years its official greeter of distinguished visitors, died last night at New York Hospital. He was 80 years old and lived at the Waldorf Towers.

Mr. Patterson was a businessman who several times in his career left high positions in private enterprise to take administrative public offices.

In June, 1933, W. Kingsland Macy, then chairman of the Republican State Committee, offered Mr. Patterson the nomination as Fusion candidate for Mayor of New York. However, Mr. Patterson declined the offer. Subsequently, former Gov. Charles S. Whitman asserted that if Mr. Patterson had accepted the endorsement he would have been elected Mayor.

In 1944 President Franklin D. Roosevelt appointed him Ambassador to Yugoslavia and in the next two years he figured in the strained relations between the United States and the Yugoslav Government of Marshal Tito.

AIDE TO O'CONNOR

Mr. Patterson, who had also served as Ambassador to Guatemala and Switzerland, was appointed by Mayor Robert F. Wagner in 1954 to be chairman of the Mayor's Reception Committee. Subsequently, he became Commissioner of Public Events and chief of protocol for the city. He held those posts for 12 years.

Early this year, it was announced that Mr. Patterson would become a nonsalaried liaison and consultant on the business community of the city to City Council President Frank D. O'Connor, who is now campaigning as the Democratic party's candidate for Governor.

Mr. Patterson was born in Omaha on Jan. 31, 1886. He attended the University of Nebraska and received an engineering degree from Columbia University's School of Mines in 1912.

At Columbia, he was a member of the university's swimming team and, in 1909-10, was president of the Intercollegiate Swimming Association. As a young man he worked as a day laborer in the gold mines of South Dakota and for many years maintained his membership in the Western Federation of Miners Union.

In 1916, Mr. Patterson joined Gen. John J. Pershing's punitive expedition to Mexico as a cavalry private. Later, before the outbreak of World War I, he was secretary of the New York City Fire Department.

COMMISSIONER OF CORRECTION

In World War I he served with the American Expeditionary Force in Europe for 13 months as a captain and then as a major in the engineers. He later was promoted to colonel in the reserve. Before he returned home he helped to organize the American Legion in Paris.

After the war, Mr. Patterson became assistant to the president of the J. G. White Engineering Corporation. He then joined E. I. du Pont de Nemours & Co. as an engineer representing the company in China.

His first appointment in the public service was as Commissioner of Correction for New York City, an office he held from 1927 until 1932. During that time he also was Commissioner of the City Parole Board.

Mr. Patterson was executive vice president and a director of the National Broadcasting Company from 1932 to 1936. He was Assistant Secretary and Under Secretary of the Department of Commerce in 1938-39 and chairman of the board of Radio-Keith-Orpheum from 1940 to 1944 prior to his appointment as Ambassador to Yugoslavia.

Three years later, he was appointed Ambassador to Guatemala and in 1951 he became minister to Switzerland with the rank of Ambassador.

In the nineteen-thirties, Mr. Patterson had also served as board chairman of the Citizens Budget Commission here and as a trustee of the Export-Import Bank in Washington. From 1941 to 1943 he was New York State chairman of the War Savings Staff for the sale of war bonds by the Treasury Department. He also had been president of the Travelers Aid Society.

CITED BY 38 NATIONS

He was a director of the Salvation Army, director and first president of the Far East American Council of Commerce and Industry, a trustee of the University of Nebraska Foundation and the American University in Washington, and a director of the Prison Association of New York.

Mr. Patterson had been decorated by 38 nations. He was awarded the medal for "distinguished public service" by Columbia University in 1932 and by the University of Nebraska in 1940. In 1958 Wagner College awarded him an honorary degree of Doctor of Laws. The following year Pace College granted him the honorary degree of Doctor of Civil Law. In 1962 Dickinson College also awarded him an honorary degree.

Mr. Patterson's clubs included the University, the Downtown Association, the Recess, the Metropolitan, the Overseas Press and the Piping Rock.

Surviving are his widow, the former Shelley McCutchen Rodes; a daughter, Mrs. Jarvis James Slade, and three grandchildren.

CONSERVE FUR SEALS AND WILDLIFE ON PRIBILOF ISLANDS

Mr. LENNON. Mr. Speaker, I ask unanimous consent to take from the Speaker's table the bill (S. 2102) to protect and conserve the North Pacific fur seals, to provide for the administration of the Pribilof Islands, to conserve the fur seals and other wildlife on the Pribilof Islands, and to protect sea otters on the high seas, with amendments of the House thereto, insist on the House amendments, and agree to the conference requested by the Senate.

The Clerk read the title of the bill.

The SPEAKER. Is there objection to the request of the gentleman from North Carolina? The Chair hears none, and appoints the following conferees: Messrs.

LENNON, HAGEN of California, DOWNING, PELLY, and KEITH.

FISH PROTEIN CONCENTRATE

Mr. LENNON. Mr. Speaker, I ask unanimous consent to take from the Speaker's table the bill (S. 2720) to authorize the Secretary of the Interior to develop, through the use of experiment and demonstration plants, practicable and economic means for the production by the commercial fishing industry of fish protein concentrate, with amendments of the House thereto, insist on the House amendments, and agree to the conference requested by the Senate.

The Clerk read the title of the bill.

The SPEAKER. Is there objection to the request of the gentleman from North Carolina? The Chair hears none, and appoints the following conferees: Messrs. LENNON, HAGEN of California, DOWNING, PELLY, and KEITH.

CONSERVATION AND PROTECTION OF ENDANGERED SPECIES OF FISH AND WILDLIFE

Mr. LENNON submitted the following conference report and statement on the bill (H.R. 9424) to provide for the conservation, protection, and propagation of native species of fish and wildlife, including migratory birds, that are threatened with extinction; to consolidate the authorities relating to the administration by the Secretary of the Interior of the National Wildlife Refuge system; and for other purposes:

CONFERENCE REPORT (H. REPT. No. 2205)

The committee of conference on the disagreeing votes of the two Houses on the amendments of the Senate to the bill (H.R. 9424) to provide for the conservation, protection, and propagation of native species of fish and wildlife, including migratory birds, that are threatened with extinction; to consolidate the authorities relating to the administration by the Secretary of the Interior of the National Wildlife Refuge System; and for other purposes, having met, after full and free conference, have agreed to recommend and do recommend to their respective Houses as follows:

That the Senate recede from its amendment numbered 14.

That the House recede from its disagreement to the amendments of the Senate numbered 1, 2, 3, 4, 5, 6, 7, 9, 10, 11, 12, 13, and 15, and agree to the same.

Amendment numbered 8: That the House recede from its disagreement to the amendment of the Senate numbered 8 and agree to the same with an amendment as follows: In lieu of the matter proposed to be inserted by the Senate amendment insert the following: "Not to exceed \$5,000,000 may be appropriated annually pursuant to that Act for such purpose for any fiscal year, and the total sum appropriated for such purpose shall not exceed \$15,000,000: *Provided*, That the Secretary shall, to the greatest extent possible, utilize funds from the Land and Water Conservation Fund Act of 1965 for such purpose. Such sums shall remain available until expended. The Secretary shall not use more than \$750,000 to acquire lands, waters, or interests therein for any one area for such purpose unless authorized by Act of Congress."

And the Senate agree to the same.

Amendment numbered 16: That the House recede from its disagreement to the amendment of the Senate numbered 16 and agree to the same with amendments as follows: Page 5, line 19, of the Senate engrossed amendments, immediately after "federally owned property" insert: "in the State of Florida".

Page 6 of the Senate engrossed amendments, strike out lines 1, 2, and 3 and insert: "(b) Section 3 of such Act of August 22, 1957 (16 U.S.C. 690b), is amended by striking out the second and third sentences and inserting in lieu thereof the following: 'The Secretary shall not utilize more than \$2,035,000 from appropriated funds for the acquisition of land and interests in land for the purposes of this Act.'"

And the Senate agree to the same.

JOHN D. DINGELL,
ALTON LENNON,
HARLAN HAGEN,
THOMAS M. PELLY,
ROGERS C. B. MORTON,

Managers on the Part of the House.

E. L. BARTLETT,
ROSS BASS,
PETER H. DOMINICK,

Managers on the Part of the Senate.

STATEMENT

The managers on the part of the House at the conference on the disagreeing votes of the two Houses on the amendments of the Senate to the bill (H.R. 9424) to provide for the conservation, protection, and propagation of native species of fish and wildlife, including migratory birds, that are threatened with extinction; to consolidate the authorities relating to the administration by the Secretary of the Interior of the National Wildlife Refuge System; and for other purposes, submit the following statement in explanation of the effect of the action agreed upon by the conferees and recommended in the accompanying conference report:

The following Senate amendments made technical, clerical, clarifying, or conforming changes: 1, 2, 4, 5, and 6. With respect to these amendments the House recedes. The remaining Senate amendments are discussed below:

Amendment No. 3: Subsection (a) of the first section of the House bill contained certain congressional findings and a declaration that one of the purposes of this legislation is to provide a program for the conservation, protection, restoration, and propagation of selected species of native fish and wildlife, including migratory birds, that are threatened with extinction. Senate amendment No. 3 adds a new subsection (b) declaring it to be the policy of the Congress that the Secretaries of Interior, Agriculture, and Defense, including the various bureaus, offices, agencies, and services within the Departments, shall seek to protect species of native fish and wildlife threatened with extinction and, where practicable and consistent with their program purposes, shall preserve the habitats of such threatened species on lands under their jurisdiction.

The House recedes.

Amendment No. 7: Subsection (b) of the first section of the bill as passed by the House provided a means for determining the species of native fish and wildlife that are regarded as threatened with extinction. The Secretary of the Interior makes specific findings, after consultation with the affected States. Senate amendment No. 7 added a provision requiring the Secretary to consult also with various scientific groups having expertise in this field. The amendment also requires the Secretary to publish in the Federal Register the names of the species of native fish and wildlife found to be threatened with extinction under this legislation.

The House recedes.

Amendment No. 8: Subsection (c) of section 2 of the bill as passed by the House

specifically authorized the Secretary of the Interior to use funds made available under the Land and Water Conservation Fund Act of 1965 for the purpose of acquiring lands, waters, or interests therein needed for the purposes of this legislation. Senate amendment No. 8 added a provision limiting to \$5 million annually the amount of funds authorized to be appropriated under that act, or any other authority for the purpose of such acquisition, and limiting the total amount authorized for such purpose to \$15 million. The Senate amendment also prohibited the Secretary from using more than \$200,000 for such acquisition purposes in any one area unless authorized by act of Congress.

The House recedes with amendments which make the \$5 million and \$15 million limitations applicable only to funds appropriated pursuant to the Land and Water Conservation Fund Act of 1965; adds a specific requirement that the Secretary shall use the funds made available pursuant to the 1965 act, to the greatest extent possible, for the purpose of acquiring lands, waters, and interests therein under this legislation; and increases from \$200,000 to \$750,000 the amount which the Secretary can use for the purpose of such acquisition in any one area without specific authority in a subsequent act of Congress.

Amendment No. 9: Subsection (d) of section 2 of the bill as passed by the House required the Secretary of the Interior to review and utilize, to the extent practicable, other programs conducted by him in furtherance of the purpose of this legislation and to encourage other Federal agencies to do the same. Senate amendment No. 9 added a requirement that the Secretary also consult with and assist other Federal agencies in carrying out an endangered species program.

The House recedes.

Amendment No. 10: Section 3 of the bill as passed by the House required the Secretary of the Interior to cooperate with the several States to the maximum extent practicable and authorized him to enter into cooperative agreements with States for the management and administration of areas established under this program. This section also provided that revenues from such established areas would be shared with local units of government under the Wildlife Refuge Revenue Sharing Act. Senate amendment No. 10 restated the provisions of the House bill referred to above and added a provision that cooperation with the States shall include advance consultation with the affected State regarding any proposal to acquire land within that State for the purposes of this legislation.

The House recedes.

Amendment No. 11: Section 4(b) (1) of the bill as passed by the House authorized the Secretary of the Interior to enter into negotiated contracts for public accommodations. The committee report accompanying the House bill pointed out that the Secretary was expected to enter into such contracts only when, in his judgment, public recreation can be an appropriate incidental benefit consistent with the primary purpose of the legislation. Senate amendment No. 11 adds specific language requiring the Secretary to make a determination that such contracts for public accommodations will not be inconsistent with the primary purpose of this legislation.

The House recedes.

Amendment No. 12: Section 4(b) (3) of the bill as passed by the House included a provision authorizing the Secretary of the Interior to acquire lands or interests therein by exchange for acquired or public lands or for the right to remove products from such lands and further authorized the Secretary to receive or pay cash as may be necessary to assure that the dollar values involved in such exchanges would be approximately equal.

Senate amendment No. 12 revised the language of the House bill relating to the authority of the Secretary to equalize the values involved in exchanges by paying or receiving cash. This revision is in accordance with a recommendation from the Department of the Interior to clarify the language contained in the House-passed bill in order to avoid any possible misinterpretation.

The House recedes.

Amendment No. 13: This amendment added a new provision to section 4(c) of the House bill stating that this legislation shall not be construed to affect the authority, jurisdiction, or responsibility of the States relating to fish and resident wildlife in any area within the National Wildlife Refuge System. This provision is designed to maintain the status quo with respect to the dispute between the States and the Department of the Interior over the issue of which entity has authority to regulate fish and resident wildlife in such areas. Both parties to the dispute have agreed that it does maintain the status quo. It will permit them to resolve the dispute through future negotiations.

The House recedes.

Amendment No. 14: Section 4(d) (1) of the bill as passed by the House provided, in part, that the Secretary of the Interior could permit the use of not more than 40 percent (at any one time) of any area set apart as an inviolate sanctuary for migratory game birds as an area within which migratory game birds could be taken under regulations prescribed by the Secretary. Under this provision, resident species could be taken throughout the entire area and only migratory game birds would be protected. This will be consistent with the purposes of the Migratory Bird Conservation Act, which was not primarily intended to protect resident game birds. The restrictive provision contained in the Migratory Bird Hunting Stamp Act which previously gave protection to resident species of birds as well as migratory game birds is repealed by section 6 of the House bill. Senate amendment No. 14 amended this provision to continue protection for resident species of birds as well as migratory game birds.

The Senate recedes.

Amendment No. 15: This amendment added a new subsection (i) to section 4 of the House-passed bill to make it clear that this legislation does not constitute an express or implied claim or denial by the Federal Government with respect to exemption from State water laws.

The House recedes.

Amendment No. 16: This amendment adds a new section 10 to the House-passed bill dealing with the protection and preservation of the key deer and other wildlife in the Florida Keys. This new section amends the act of August 22, 1957, under which the Secretary of the Interior is authorized to acquire lands in Monroe County, Fla., for this purpose. The 1957 act limited the amount of land which could be acquired to 1,000 acres; limited to \$35,000 the amount of appropriated funds which could be used for land acquisition; provided that no land could be acquired by condemnation on any island traversed by U.S. Highway No. 1; and permitted the Secretary to acquire lands by exchange for unreserved public lands. The value of lands involved in such exchanges were not counted against the \$35,000 limitation. This Senate amendment removes the 1,000-acre limitation. Current estimates indicate a need to acquire approximately 1,800 acres in fee to carry out the purposes of the 1957 act. This amendment also removed the \$35,000 limitation on the amount of appropriated funds authorized to be used for land acquisition. Of the total cost of acreage acquired so far, \$34,500 was from appropriated funds. The remainder of the funds authorized for land acquisition is inadequate to carry out the

DIGEST of Congressional Proceedings

OF INTEREST TO THE DEPARTMENT OF AGRICULTURE

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For actions of Oct. 13, 1966
89th-2nd; No. 176

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HIGHLIGHTS: House debated demonstration cities bill, which includes rural-housing amendments. Both Houses agreed to conference report on bill to create Transportation Dept.

HOUSE

1. HOUSING/LOANS. Began debate on S. 3708, the demonstration cities bill. pp. 25539-79

As reported by the House committee, this bill includes amendments to the rural housing program to permit purchase of new (as well as used) homes, permit cosignors on any rural housing loan (now limited to elderly low-income), increase from \$1,000 to \$1,500 the limitation on loans and grants for repairs of very low-income families' homes, authorize direct loans for cooperative housing and for non-elderly rural residents of low income and insured loans for

non-elderly rural residents of moderate income, limit to \$300 million the amount of new rural housing loans to low or moderate income families that may be insured annually, without limit as to time. The bill removes the annual limit and provides instead a cutoff date of Oct. 1, 1969

2. TRANSPORTATION. Both Houses agreed to the conference report on H. R. 15693, to create a Department of Transportation. This bill will now be sent to the President. pp. 25588-92, 25506-10
3. APPROPRIATIONS. Received the conference report on H. R. 17637, the military construction appropriation bill (H. Rept. 2275). pp. 25529-30
4. FOREIGN TRADE. The Rules Committee reported H. Res. 1043, to authorize expenses for an investigation of European markets by the Banking and Currency Committee. (H. Rept. 2259). p. 25537
5. AIR POLLUTION. Agreed to the conference report on S. 3112, to amend the Clean Air Act. pp. 25538-9
6. FISH AND WILDLIFE. Agreed to the conference report on H. R. 9424, providing for a program of conservation and protection of fish and wildlife which are threatened with extinction. This bill will now be sent to the President. p. 25581
7. APPLES. Rep. May commended the apple industry of Wash. p. 25610
8. EXPENDITURES. Rep. Curtis urged economy in expenditures. pp. 25618-28
9. FOOD FOR PEACE. Rep. Findley spoke in favor of the amendment to bar assistance to those who trade with Cuba. pp. 25628-32
10. FARM PROGRAM. Rep. Olson, Minn., inserted speeches by the Vice President regarding the farm program, etc. pp. 25652-6
Rep. Foley gave a report to constituents, including commendation of the farm program. p. 25660
11. POVERTY; FISH PROTEIN. The conferees reached agreement on ~~H. R. 15111, to extend and amend various poverty programs,~~ and S. 2720, authorizing development of practicable means for production of fish protein concentrate. p. D999

SENATE

12. VETERINARY FACILITIES. Passed as reported S. 3348, to authorize a program for the construction of facilities for the teaching of veterinary medicine and a program of loans for students of veterinary medicine. p. 25485
13. MANPOWER; TRAINING. Passed without amendment H. R. 16715, to make various amendments to the Manpower Development and Training Act. This bill will now be sent to the President. pp. 25490-3
14. EDUCATION. Passed with amendments H. R. 14643, to provide for the strengthening of American educational resources for international studies and research. pp. 25485, 25493-506
15. TOBACCO. Sen. Tydings criticized the Department's denial of the 5-percent export subsidy payment for Maryland tobacco. pp. 25520-1

Committee Meetings

CHARTER BUS OPERATIONS

Committee on Interstate and Foreign Commerce: Met in executive session and ordered reported favorably to the House the following bills:

S. 2893 (amended), to amend section 208(c) of the Interstate Commerce Act regarding the right to special or charter operations by bus; and

H.R. 18231 (amended), to amend section 314 of the Public Health Service Act to promote and assist in the extension and improvement of comprehensive health planning and public health services, and to provide for a more effective use of available Federal funds for such planning and services.

FOOTBALL LEAGUE MERGER

Committee on the Judiciary: Subcommittee No. 5 continued hearings on S. 3817, and related bills, to authorize the merger of two or more professional football leagues and to protect football contests between secondary schools from professional football telecasts. Testimony was heard from Representative Boggs; and a public witness. Statements for the record were submitted by Representatives Dingell and Minshall.

NAVIGATION RULES

Committee on Merchant Marine and Fisheries: Met in executive session and ordered reported favorably to the House S. 1349 (amended), to amend the inland, Great Lakes, and western rivers rules concerning sailing vessels and vessels under 65 feet in length.

Also considered Senate amendments to H.R. 10327, requiring financial evidence of financial security from operation of ocean cruises.

INVESTIGATIVE AUTHORITY

Committee on Rules: Met in executive session and ordered reported favorably to the House the following:

H. Res. 1043, to authorize a supplemental investigative authority to the Committee on Banking and Currency;

H. Res. 1044, to authorize a supplemental investigative authority to the Committee on Education and Labor, amended;

H. Res. 1045, to authorize a supplemental investigative authority to the Committee on Public Works, amended; and

H. Res. 1048, to authorize a supplemental investigative authority to the Committee on Post Office and Civil Service.

HOUSE ADMINISTRATION DUTIES

Committee on Rules: Met in executive session and ordered reported favorably to the House H. Res. 1047, authorizing the Committee on House Administration to sit, hold hearings, and issue subpoenas in carrying out its duties.

ELECTION CONTESTS

Committee on Rules: Granted an open rule with 1 hour of debate on H.R. 17239, to limit contests of elections of Members of the House to contests brought by duly qualified candidates whose names appear on official ballots.

IRON CASTINGS

Committee on Ways and Means: Met in executive session and ordered reported favorably to the House H.R. 13116 (amended), to adjust the rate of duty on certain nonmalleable iron castings.

Joint Committee Meetings

APPROPRIATIONS—MILITARY CONSTRUCTION

Conferees, in executive session, agreed to file a conference report on the differences between the Senate- and House-passed versions of H.R. 17637, fiscal 1967 appropriations for military construction.

POVERTY

Conferees, in executive session, agreed to file a conference report on the differences between the Senate- and House-passed versions of H.R. 15111, proposed Economic Opportunity Act Amendments of 1966.

WATER POLLUTION CONTROL

Conferees, in executive session, agreed to file a conference report on the differences between the Senate- and House-passed versions of S. 2947, to improve and make more effective programs under the Federal Water Pollution Control Act.

FISH PROTEIN CONCENTRATE

Conferees, in executive session, agreed to file a conference report on the differences between the Senate- and House-passed versions of S. 2720, authorizing programs to develop practicable means for the production of fish protein concentrate.

U.S.-MEXICO CHAMIZAL BOUNDARY

Conferees met in executive session to resolve the differences between the Senate- and House-passed versions of H.R. 11555, providing a border highway along the U.S. bank of the Rio Grande in connection with the settlement of the Chamizal boundary dispute with Mexico, but did not reach final agreement, and recessed subject to call.

FOOD FOR FREEDOM

Correction: In the DAILY DIGEST of October 12, on page D994, it was stated that the conferees reached final agreement in connection with H.R. 14929, to promote international trade in agricultural commodities so as to combat hunger and to further economic development. Actually, the conferees did not reach final agreement on this bill.

Next meeting of the SENATE
9:00 a.m., Friday, October 14

Next meeting of the HOUSE OF REPRESENTATIVES
11:00 a.m., Friday, October 14

COMMITTEE MEETINGS FOR FRIDAY,
OCTOBER 14

(All meetings are open unless otherwise designated)

Senate

Committee on Interior and Insular Affairs, executive, on H.R. 2600, to establish the Ansley-Wilcox House in Buffalo as a national historic site; H.R. 14604, to remodel U.S. Botanic Garden for use as a visitors' center; and H.R. 9332, authorizing the guarantee of loans to Indians, 2:30 p.m., room S-126, Capitol.

Committee on Labor and Public Welfare, Subcommittee on Labor and Public Welfare, on H.R. 1153, to permit employer contributions for joint labor-management product promotion programs in certain instances, and H.R. 10774, to broaden the permissible uses of trust funds to which employers contribute, 9:30 a.m., 4232 New Senate Office Building.

Committee on Post Office and Civil Service, executive, on postmaster nominations; H.R. 16114, crediting irregular tours of

duty for civil service retirement benefits, and H.R. 15727, re salaries of certain employees of the Smithsonian Institution, and on other pending business, 10 a.m., 6200 New Senate Office Building.

Committee on Rules and Administration, executive, on committee business, 10 a.m., 301 Old Senate Office Building.

House

Committee on Appropriations, executive, 2 p.m., H-140 U.S. Capitol.

Committee on the Judiciary, Subcommittee No. 5, executive, 10:30 a.m., 2136 Rayburn House Office Building.

Committee on Ways and Means, executive, on pending legislation, 10 a.m., committee room, Longworth House Office Building.

Joint Committee

Conferees, executive, on H.R. 10327, to require evidence of financial security of ocean cruises, 10 a.m., room EF-100, Capitol.



Congressional Record

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Oct. 14, 1966

15. ADJOURNED until Mon., Oct. 17. p. 25996

SENATE

16. RIVERS-HARBORS; FLOOD CONTROL. Passed with amendments S. 3906, the rivers-and-harbors and flood-control authorization bill. pp. 25721-43
17. APPROPRIATIONS. Passed with amendments H. R. 18119, the State, Justice, and Commerce appropriation bill. Senate conferees were appointed. House conferees have not been appointed. pp. 25744-65
18. AIR POLLUTION. Agreed to the conference report on S. 3112, authorizing grants under the Clean Air Act for maintenance of air-pollution control programs. This bill will now be sent to the President. pp. 25743-4
19. WEATHER CONTROL. Passed as reported S. 2916, to establish a weather modification program to be administered by the Commerce Department. pp. 25781-3
20. FISH PROTEIN. Agreed to the conference report on S. 2720, authorizing the Interior Department to develop practicable means for production of fish protein concentrate. pp. 25819-20
21. TAXATION. Passed, 38-19, with amendments H. R. 17607, to suspend the investment credit and allowance of accelerated depreciation in the case of certain real property. Senate conferees were appointed. House conferees have not been appointed. pp. 25785-819, 25821-2, 25832-40
22. HAZARDOUS TOYS. Concurred in the House amendments to S. 3298, to ban from interstate commerce hazardous toys and articles intended for children. This bill will now be sent to the President. pp. 25820-1
23. CONGRESSIONAL REORGANIZATION. The Rules and Administration Committee reported without amendment S. Res. 311, to continue authority of the Special Committee on the Organization of the Congress through Jan. 1967 (S. Rept. 1740). p. 25670
24. SENIOR SERVICE CORPS. The Labor and Public Welfare Committee reported with amendment S. 2877, to amend the Older Americans Act of 1965 to provide for a National Community Senior Service Corps (S. Rept. 1728). p. 25669
25. PERSONNEL. The Post Office and Civil Service Committee reported with amendments H. R. 16114, to correct inequities with respect to the determination of basic compensation of Federal employees for purposes of certain employment benefits (S. Rept. 1729). p. 25669
26. LEGISLATIVE POWERS. The Rules and Administration Committee reported with amendments S. Res. 305, providing for a special subcommittee of the Judiciary Committee to study encroachments by the executive and judicial branches upon the powers of Congress (S. Rept. 1741). p. 25670
27. WINE. Sen. Kuchel spoke in commemoration of the National Wine Festival. pp. 25681-2
28. INTERGOVERNMENTAL RELATIONS; ACCOUNTING. Sen. Ervin inserted an address by Sen. Muskie to the Federal Government Accountants' Association on "Cooperative

Federalism and the Federal Accountant." pp. 25709-11

29. FARM PROGRAM. Sen. Hickenlooper inserted an article claiming Secretary Freeman plans to cut farm prices. pp. 25714-5
Sen. Mundt claimed Secretary Freeman is fighting against the farmer. pp. 25842-3
30. FOOD FOR PEACE. Sen. Gruening spoke against food-for-peace aid for countries trading with North Vietnam. pp. 25717-21
31. FORESTRY. Sen. Bartlett asked additional efforts to save Alaskan forests from fires. pp. 25849-50
32. LEGISLATIVE PROGRAM. Sen. Mansfield said he anticipated that Congress can "adjourn prior to Saturday, October 22." p. 25841
33. ADJOURNED until Mon., Oct. 17. p. 25850

ITEMS IN APPENDIX

34. LEGISLATIVE RECORD. Extension of remarks of Rep. Whitener reviewing the 2nd Session of the 89th Congress. pp. A5283-4
35. FARM PRICES; INFLATION. Extension of remarks of Rep. Dole commending and inserting an article on the LeRoux resignation which he stated "is a shocking and surprising account of how the Secretary of Agriculture, Orville Freeman, has deliberately driven down the price of such farm commodities as wheat, corn, and hogs." pp. A5331-2
Rep. Nelsen inserted the transcript of a radio broadcast which states "inflation doesn't come from the farms." pp. A5308-9
Extension of remarks of Rep. Quillen stating that if the inflationary trend continues "we must devote our skills to helping our farmers and to protecting them from additional hardships," and inserting an article on the subject. p. A5318
36. ELECTRIFICATION. Extension of remarks of Rep. Green, Oreg., on the industrial expansion in the Pacific Northwest and insertion of an article, "Bonneville Braces for the Big Buildup." pp. A5294-5
Extension of remarks of Rep. Schmidhauser praising the rural electric cooperatives. pp. A5302-3
37. WATER POLLUTION. Extension of remarks of Rep. Love discussing water and air pollution problems. p. A5298
38. POVERTY. Extension of remarks of Rep. Skubitz critical of the poverty program. pp. A5311-12, A5316-17
39. FEDERAL PROJECTS. Speech in the House by Rep. Hansen, Iowa, listing Federal funds allocated to his district, including USDA agency projects. pp. A5327-9

BILLS INTRODUCED

40. CLEAN AIR. S. 3911 by Sen. Muskie, to amend the Clean Air Act in order to authorize an investigation and study to determine means of propelling vehicles so as not to contribute to air pollution; to Public Works Committee. Remarks of author pp. 25670-1

now, this overheated economy has been thirsting for the cooling draft of a tax increase. Reluctant to move in an election year, the President and his advisers have sat on the fence so long that the iron must have entered their souls. Now at long last, the perfect pre-election tax increase has been discovered: the suspension of a tax credit which would hit business, the whole of business, big and small, and nothing but business.

A good and courageous step would have been to accompany this proposal with an across-the-board increase in the personal and perhaps the corporate income tax. Corporate profits are very high and can stand a cut. An across-the-board tax increase would have been a neutral measure, equally unpopular with everybody. A good many economists have been advocating it. It would have been the right choice for a wise tax administrator, who ought to be impervious to unpopularity but not insensitive to constructive criticism.

PROVISIONAL PERMANENCE

Instead, a very one-sided proposal has been framed. It may be good politics. But its first effect, even before it is enacted, is to discredit the new economics, which should rely on neutral tax changes for stabilizing the economy. One must now anticipate that in election years the new economics will not work if higher taxes are called for. The increase will be delayed too long, or the wrong kind of taxes will be raised. The experience makes one wish that fiscal policy could be turned over to the Federal Reserve, which does not need to worry about elections.

The suspension of the tax credit and of accelerated depreciation on structures is intended to be temporary; it should end after sixteen months. Hopefully, the proverbial tendency of the provisional to outlast the permanent will not assert itself this time. Secretary Fowler has been impressively firm on this. But when the investment tax credit comes up for resurrection in 1968, it will once more be an election year. Will the Administration be able to hand this "give-away" to business without some tax sweetener for labor? If that should become the nature of our tax cycles, a few rounds could materially distort the entire tax structure.

The one-sided attack upon business investment must be faulted on the ground also that it does not work fast enough. An income-tax increase would bite immediately. The suspension of the investment credit will for many months remain largely a bark, since projects already on order are to be exempted.

ESCALATION?

Timing is the essence of the problem. We have waited far too long—inflation is already a fact, and next year's excessive wage increases are almost as good as fact. It may be too late to move even now. If the war does not accelerate, the economy a year from now may be showing signs of fatigue. That is just about when the results of the proposed measures will be coming into full bloom.

If the war has to be accelerated, on the other hand, the present proposal will be not only too late, but too little as well. A bigger tax dose will then be needed. It should be administered as soon as possible, although the prospect that a special session of Congress might be called before budget time next January seems remote. A solid tax increase will be needed also to strengthen waning confidence abroad in the soundness of the dollar. We shall have to prove that we are willing to hurt in defense of our currency.

If these insights into the outlook can be taken as approximately valid, the Administration's decision to raise business taxes now, however modestly, could well be a tip-off on military planning. Turn it as one may, the action points toward escalation. The eve of an election is no time for an administration

to say this in so many words. But some actions speak louder. If a leveling of the war were anticipated, surely the news would not be withheld. Instead, a tax proposal is offered that makes little sense unless escalation is ahead. We shall be told after the election in any event, but we might as well face it now.

The PRESIDING OFFICER. Who yields time?

Mr. LONG of Louisiana. Mr. President, is there an amendment pending?

The PRESIDING OFFICER. The amendment of the Senator from Delaware [Mr. WILLIAMS] is pending.

Mr. WILLIAMS of Delaware. Mr. President, I withdraw this last amendment.

The PRESIDING OFFICER. The amendment of the Senator from Delaware is withdrawn.

Mr. LONG of Louisiana. Mr. President, I send to the desk an amendment.

The PRESIDING OFFICER. The amendment will be stated.

Mr. LONG of Louisiana. Mr. President, I ask unanimous consent to dispense with the reading of the amendment.

The PRESIDING OFFICER. Without objection, it is so ordered.

The amendment of Mr. LONG of Louisiana is as follows:

On page 17, line 11, strike out "sentence" and insert "sentences".

On page 17, line 17, before the quotation marks insert: "In the case of section 38 property which (i) is leased after October 9, 1966 (other than pursuant to a binding contract to lease entered into before October 10, 1966), (ii) is not suspension period property with respect to the lessor but is suspension period property if acquired by the lessee, and (iii) is property of the same kind which the lessor ordinarily sold to customers before October 10, 1966, or ordinarily leased before such date and made an election under this subsection, the lessor of such property shall be deemed to have made an election under this subsection with respect to such property."

On page 16, insert after line 10 the following:

"(15) Certain replacement property.—Paragraph (1) shall not apply with respect to property to the extent it is placed in service by the taxpayer to replace property which was

"(A) destroyed or damaged by fire, storm, shipwreck, or other casualty, or

"(B) stolen."

Mr. LONG of Louisiana. Mr. President, this amendment is designed to correct two unintended consequences of the bill before you for consideration. The first provision provides that the effect of suspending the investment credit is not to have any tax effect on a taxpayer who replaces property—destroyed in a casualty—during the suspension period. Under this provision, present law is to continue to apply to allow a taxpayer to replace property destroyed in a casualty and thus avoid the recapture of the investment credit that would otherwise result. Under this provision, a taxpayer may prevent the recapture of the tax credit previously taken with respect to investment property by replacing the property during the suspension period.

The second provision provides that a manufacturer or other supplier of materials who normally sells his products to

others cannot overcome the effects of this bill by leasing property—constructed or in the process of construction before the suspension period—during the suspension period. The bill has the same effect on manufacturers, and so forth, who normally lease property and pass on the investment credit. In the absence of this provision, taxpayers who normally sell property and/or lease property and pass on the investment credit could overcome the effects of this bill by leasing the property, claiming the investment credit themselves, and passing the investment credit on to the lessee in the form of a reduced rental. Of course, under the bill before you, the investment credit would not be available if the manufacturer or supplier pursued his normal practice, for in these instances, the buyers or lessees could not claim the investment credit since the property was acquired by them—or in the case of lessees, treated as having been acquired by them—during the suspension period.

MESSAGE FROM THE HOUSE

A message from the House of Representatives, by Mr. Bartlett, one of its reading clerks, announced that the House had passed the bill (S. 1319) to authorize a work release program for persons sentenced by the courts of the District of Columbia; to define the powers and duties in relation thereto, and for other purposes, with amendments, in which it requested the concurrence of the Senate.

The message also announced that the House had agreed to the concurrent resolution (S. Con. Res. 113) to correct an error in the enrollment of H.R. 698.

The message further announced that the House had passed the following bills, in which it requested the concurrence of the Senate:

H.R. 12047. An act to amend the Internal Security Act of 1950; and

H.R. 16958. An act to authorize the establishment in the District of Columbia of a public college of arts and sciences and a vocational and technical institute.

HOUSE BILL REFERRED

The bill (H.R. 12047) to amend the Internal Security Act of 1950, was read twice by its title and referred to the Committee on the Judiciary.

DEVELOPMENT OF PRACTICABLE AND ECONOMIC MEANS FOR THE PRODUCTION BY THE COMMERCIAL FISHING INDUSTRY OF FISH PROTEIN CONCENTRATE—CONFERENCE REPORT

Mr. BARTLETT. Mr. President, I submit a report of the committee of conference on the disagreeing votes of the two Houses on the amendments of the House to the bill (S. 2720) to authorize the Secretary of the Interior to develop, through the use of experiment and demonstration plants, practicable and economic means for the production by the commercial fishing industry of fish protein concentrate. I ask unanimous

consent for the present consideration of the report.

The PRESIDING OFFICER. The report will be read for the information of the Senate.

The assistant legislative clerk read the report, as follows:

CONFERENCE REPORT

The committee of conference on the disagreeing votes of the two Houses on the amendment of the House to the bill (S. 2720) to authorize the Secretary of the Interior to develop, through the use of experiment and demonstration plants, practicable and economic means for the production by the commercial fishing industry of fish protein concentrate, having met, after full and free conference, have agreed to recommend and do recommend to their respective Houses as follows:

That the Senate recede from its disagreement to the amendment of the House to the text of the Senate bill and agree to the same with an amendment as follows: In lieu of the matter proposed to be inserted by the House amendment insert the following:

"That the Secretary of the Interior is authorized to conduct, and through grants to and contracts with public and private agencies to promote studies, research, and experiments designed to develop the best and most economical processes and methods to reduce fish which are in abundant supply and which are not now widely sought after for human food to a nutritious, wholesome, and stable fish protein concentrate, as well as to conduct food technology and feasibility studies with respect to such products.

"Sec. 2. (a) The Secretary is also authorized to construct not to exceed one experiment and demonstration plant for the production of a fish protein concentrate and to acquire by lease one additional plant for such purpose. Such plants shall be designed to demonstrate the reliability and practicability and the economic, engineering, and operating potentials of the processes and methods to reduce fish to fish protein concentrate. Such plants shall be located in such geographical areas as the Secretary determines will demonstrate optimum feasibility from the standpoint of operation, maintenance, and economic potential. The Secretary of the Interior shall not commence construction of or lease any plant pursuant to the provisions of this Act until the Secretary of Health, Education, and Welfare shall have certified that fish protein concentrate produced from whole fish complies with the provisions of the Federal Food, Drug, and Cosmetics Act.

"(b) The Secretary may operate and maintain or contract for the operation and maintenance of such plants. Each operation and maintenance contract shall provide, in addition to such terms and conditions as the Secretary deems desirable, for the compilation by the contractor of complete records, including cost data, with respect to the operation, maintenance, and engineering of the plants. The records so compiled shall be made available to the public and to the Congress by the Secretary at periodic and reasonable intervals. Access by the public to the plants shall be assured during all phases of their operation subject to such reasonable restrictions as to time and place as the Secretary may require or approve.

"(c) All contracts entered into pursuant to subsection (b) of this section shall include a clause to the effect that the Comptroller General of the United States or any of his duly authorized representatives shall until the expiration of three years after final payment have access to and the right to examine any directly pertinent books, documents, papers, and records of the contractor or any of his subcontractors engaged in the performance of and involving transactions related to such contracts or subcontracts.

"(d) Each plant constructed or leased under this Act, and its equipment, upon the expiration of a period deemed adequate by the Secretary for experiment and demonstration purposes, shall, as promptly as practicable, be disposed of in accordance with the applicable provisions of the Federal Property and Administrative Services Act of 1949, as amended.

"(e) The Secretary may acquire lands or interests therein, patents, licenses, technical data, inventions, secret processes, supplies, and equipment by purchase, license, lease, or donation to carry out the provisions of this section.

"Sec. 3. There is authorized to be appropriated not to exceed \$1,000,000 for the construction of one experiment and demonstration plant. There is also authorized to be appropriated not to exceed \$1,555,000 annually for a period of five fiscal years, beginning with the fiscal year 1968, for the leasing of one additional experiment and demonstration plant, for the operation and maintenance of experiment and demonstration plants leased or constructed under this Act, and for conducting the program authorized by this Act. Sums appropriated under this section are authorized to remain available until expended. Nothing in this Act shall be construed to amend, repeal, or otherwise modify the authority of the Secretary of the Interior to carry out fish protein concentrate research under any other provision of law.

"Sec. 4. The Secretary shall cooperate with public and private agencies, organizations, institutions, and individuals in carrying out the program authorized by this Act.

"Sec. 5. The authority of the Secretary under this Act shall expire at the expiration of five years from the date of enactment of this Act."

And the House agree to the same.

That the House recede from its amendment to the title of the Senate bill.

ALTON LENNON,
HARLAN HAGEN,
THOMAS N. DOWNING,
THOMAS M. PELL,
HASTINGS KEITH,

Managers on the Part of the House.

E. L. BARTLETT,
WARREN G. MAGNUSON,
WINSTON L. PROUTY,

Managers on the Part of the Senate.

The PRESIDING OFFICER. Is there objection to the present consideration of the report?

There being no objection, the Senate proceeded to consider the report.

Mr. MUSKIE. Mr. President, I wish to speak in support of this legislation designed to provide a new and effective weapon against world hunger.

I fully support this legislation. I testified in support of the bill in hearings held before the Senate Commerce Committee. I believe that FPC provides the key to utilization of a vast protein food potential, unharvested fish from the oceans.

I regret that the House did not support the Senate recommendation of five pilot plants. The construction of one plant and operation of one leased plant is not, in my opinion, sufficient to get the job done. Much research needs to be undertaken before the cost of production can be brought to the point where it is economically feasible.

The engineering feasibility of bringing the cost of production as low as 14 cents a pound has been developed. Extensive practical experimentation must be conducted before this result can be achieved.

Adoption of the Senate bill would have

permitted the construction and maintenance of five plants placed in localities where operations would yield maximum information and guidance for the establishment of a full-scale industry.

The pending bill is not adequate to accomplish the job. I am hopeful that the Senate Commerce Committee will reconsider this entire issue in the 90th Congress. I plan to introduce legislation to authorize Government operation of three additional plants. With the recent discussions concerning a worldwide food shortage, it is obvious that this is an investment which should and must be made.

Mr. BARTLETT. Mr. President, I move the adoption of the conference report.

The PRESIDING OFFICER. The question is on agreeing to the conference report.

The conference report was agreed to.

AMENDMENT OF FEDERAL HAZARDOUS SUBSTANCES LABELING ACT

Mr. MAGNUSON. Mr. President, I ask that the Chair lay before the Senate the amendments of the House of Representatives to the bill (S. 3298) to amend the Federal Hazardous Substances Labeling Act to ban hazardous toys and articles intended for children, and other articles so hazardous as to be dangerous in the household regardless of labeling, and to apply to unpackaged articles intended for household use, and for other purposes.

The PRESIDING OFFICER laid before the Senate the amendments of the House of Representatives to the bill (S. 3298) to amend the Federal Hazardous Substances Labeling Act to ban hazardous toys and articles intended for children, and other articles so hazardous as to be dangerous in the household regardless of labeling, and to apply to unpackaged articles intended for household use, and for other purposes, which were, on page 1, strike out lines 3 and 4; on page 2, line 1, after "HAZARDOUS", insert "SUBSTANCES"; on page 2, line 4, after "Hazardous", insert "Substances"; on page 2, line 25, strike out "thereto.", and insert "thereto.", and on page 8, strike out all after line 25 over through and including line 4 on page 17.

Mr. MAGNUSON. Mr. President, the House made one substantive change in the bill—namely, the deletion of title II, which would have established a National Commission on Hazardous Household Products.

The ranking minority member of the committee, the distinguished senior Senator from New Hampshire [Mr. Corron], and the Senator from Washington had cosponsored title II, and we are keenly disappointed at the action of the House. But in view of the imminent adjournment of Congress and the lack of time for a full and free conference on the bill, we are, reluctantly, going to move concurrence in the House amendments so that title I may become law at the earliest possible date. I might add for the benefit of the Senate, however, that Senator Corron and the

DIGEST of Congressional Proceedings

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HIGHLIGHTS: see page 5

HOUSE

1. SUMMER LUNCHES. Passed under suspension of the rules H. R. 9339, to authorize a children's summer lunch program. pp. 26032-7
2. RURAL-RENEWAL LOANS. Passed under suspension of the rules S. 688, to authorize rural-renewal loans for recreation purposes and for private non-profit organizations. pp. 26046-7

3. PACKAGING; LABELING. Agreed to the conference report on S. 985, the fair packaging and labeling bill. pp. 26062-4
4. POVERTY. Received the conference report on H. R. 15111, to continue and amend various programs under the Economic Opportunity Act (H. Rept. 2298). pp. 26050-61
5. VETERINARY EDUCATION. Concurred in a Senate amendment to H. R. 3348, to authorize construction of facilities for teaching veterinary medicine and loans for students of veterinary medicine, and disagreed to two Senate amendments. pp. 26065-6
6. APPROPRIATIONS. The Rules Committee reported a resolution to waive points of order on H. R. 18381, the supplemental appropriation bill. p. 26144
Received the conference report on H. R. 17636, the D. C. appropriation bill (H. Rept. 2292). pp. 26010-12
Conferees were appointed on H. R. 18119, the State, Justice, and Commerce appropriation bill. Senate conferees have been appointed. p. 26032
7. AIRPORTS. Passed under suspension of the rules S. 476, providing for construction of airports in or close to national parks, monuments, and recreation areas. Rep. Staggers said this bill is identical to H. R. 11089. The bill will now be sent to the President. p. 26038
8. LANDS. Passed without amendment S. 84, to provide for reimbursement of Wyo. for improvements made on certain Eden project lands in Sweetwater County if or when the lands revert to the U. S. This bill will now be sent to the President. p. 26000
9. AGRICULTURAL CONSERVATION PROGRAM. Passed as reported H. R. 17588, to authorize assignments of ACP payments. pp. 26006-7
10. CONSERVATION. After discussion, H. R. 15304, to authorize the Department to sell the Pleasanton Plant Materials Center in Alameda County, Calif., was passed over because the official objectors felt it should not be considered by unanimous-consent procedure. pp. 26007-8
11. WORLD FARM CENTER. After discussion, H. Con. Res. 313, to endorse the concept of the World Farm Center, was passed over at the request of Rep. Pelly. p. 26008
12. FISH PROTEIN. Received the conference report on S. 2720, to authorize the Interior Department to develop practicable and economic means for the production of fish protein concentrate (H. Rept. 2290). pp. 26012-3
13. DISASTER RELIEF. Passed under suspension of the rules S. 1861, to provide additional assistance for areas suffering a major disaster. pp. 26024-32
14. WATERSHEDS. Both Houses received from the Budget Bureau plans for various watershed projects. pp. 26144, 26146-7
15. TAXATION. Conferees were appointed on H. R. 17607, to suspend the investment credit and the allowance of accelerated depreciation in the case of certain real property (p. 25999). Senate conferees have already been appointed.

FISH PROTEIN CONCENTRATE

OCTOBER 17, 1966.—Ordered to be printed

Mr. LENNON, from the committee of conference, submitted the following

CONFERENCE REPORT

[To accompany S. 2720]

The committee of conference on the disagreeing votes of the two Houses on the amendment of the House to the bill (S. 2720) to authorize the Secretary of the Interior to develop, through the use of experiment and demonstration plants, practicable and economic means for the production by the commercial fishing industry of fish protein concentrate, having met, after full and free conference, have agreed to recommend and do recommend to their respective Houses as follows:

That the Senate recede from its disagreement to the amendment of the House to the text of the Senate bill and agree to the same with an amendment as follows:

In lieu of the matter proposed to be inserted by the House amendment insert the following:

That the Secretary of the Interior is authorized to conduct, and through grants to and contracts with public and private agencies to promote studies, research, and experiments designed to develop the best and most economical processes and methods to reduce fish which are in abundant supply and which are not now widely sought after for human food to a nutritious, wholesome, and stable fish protein concentrate, as well as to conduct food technology and feasibility studies with respect to such products.

SEC. 2. (a) The Secretary is also authorized to construct not to exceed one experiment and demonstration plant for the production of a fish protein concentrate and to acquire by lease one additional plant for such purpose. Such plants shall be designed to demonstrate the reliability and practicability and the economic, engineering, and operating potentials of the processes and methods to reduce fish to fish protein concentrate. Such plants shall be located in such geographical areas as the Secretary determines will demonstrate optimum feasibility from the standpoint of operation, maintenance, and economic potential. The Secretary of the

Interior shall not commence construction of or lease any plant pursuant to the provisions of this Act until the Secretary of Health, Education, and Welfare shall have certified that fish protein concentrate produced from whole fish complies with the provisions of the Federal Food, Drug, and Cosmetics Act.

(b) The Secretary may operate and maintain or contract for the operation and maintenance of such plants. Each operation and maintenance contract shall provide, in addition to such terms and conditions as the Secretary deems desirable, for the compilation by the contractor of complete records, including cost data, with respect to the operation, maintenance, and engineering of the plants. The records so compiled shall be made available to the public and to the Congress by the Secretary at periodic and reasonable intervals. Access by the public to the plants shall be assured during all phases of their operation subject to such reasonable restrictions as to time and place as the Secretary may require or approve.

(c) All contracts entered into pursuant to subsection (b) of this section shall include a clause to the effect that the Comptroller General of the United States or any of his duly authorized representatives shall until the expiration of three years after final payment have access to and the right to examine any directly pertinent books, documents, papers, and records of the contractor or any of his subcontractors engaged in the performance of and involving transactions related to such contracts or subcontracts.

(d) Each plant constructed or leased under this Act, and its equipment, upon the expiration of a period deemed adequate by the Secretary for experiment and demonstration purposes, shall, as promptly as practicable, be disposed of in accordance with the applicable provisions of the Federal Property and Administrative Services Act of 1949, as amended.

(e) The Secretary may acquire lands or interests therein, patents, licenses, technical data, inventions, secret processes, supplies, and equipment by purchase, license, lease, or donation to carry out the provisions of this section.

SEC. 3. There is authorized to be appropriated not to exceed \$1,000,000 for the construction of one experiment and demonstration plant. There is also authorized to be appropriated not to exceed \$1,555,000 annually for a period of five fiscal years, beginning with the fiscal year 1968, for the leasing of one additional experiment and demonstration plant, for the operation and maintenance of experiment and demonstration plants leased or constructed under this Act, and for conducting the program authorized by this Act. Sums appropriated under this section are authorized to remain available until expended. Nothing in this Act shall be construed to amend, repeal, or otherwise modify the authority of the Secretary of the Interior to carry out fish protein concentrate research under any other provision of law.

SEC. 4. The Secretary shall cooperate with public and private agencies, organizations, institutions, and individuals in carrying out the program authorized by this Act.

SEC. 5. The authority of the Secretary under this Act shall expire at the expiration of five years from the date of enactment of this Act.

And the House agree to the same.

That the House recede from its amendment to the title of the Senate bill.

ALTON LENNON,
HARLAN HAGEN,
THOMAS N. DOWNING,
THOMAS M. PELLY,
HASTINGS KEITH,

Managers on the Part of the House.

E. L. BARTLETT,
WARREN G. MAGNUSON,
WINSTON L. PROUTY,

Managers on the Part of the Senate.

STATEMENT OF THE MANAGERS ON THE PART OF THE HOUSE

The managers on the part of the House at the conference on the disagreeing votes of the two Houses on the amendments of the House to the bill (S. 2720) to authorize the Secretary of the Interior to develop, through the use of experiment and demonstration plants, practicable and economic means for the production by the commercial fishing industry of fish protein concentrate, submit the following statement in explanation of the effect of the action agreed upon by the conferees and recommended in the accompanying conference report:

The House amendments struck out all of the Senate bill after the enacting clause and inserted a substitute text and provided a new title for the Senate bill, and the Senate disagreed to the House amendments.

In large part the provisions of the Senate bill and the House substitute amendment were the same or similar, but there were some rather important differences.

The committee of conference recommends that the Senate recede from its disagreement to the amendment of the House to the text of the Senate bill, with an amendment which is a substitute for both the text of the Senate bill and the House amendment to the text of the Senate bill, and that the House recede from its amendment to the title of the Senate bill.

The differences between the House amendment to the text of the Senate bill and the substitute agreed to in conference are noted below, except for technical, clerical, and conforming changes made necessary by reason of the agreement reached by the conferees.

SENATE BILL

The Senate bill provided for an accelerated program of fish protein concentrate research including authority to construct five demonstration plants.

Under the Senate bill, the Secretary of the Interior was authorized to promote research in the development of the most efficient processes to produce fish protein concentrate for human consumption. The Secretary was required to dispose of the plants constructed after the expiration of a period of time deemed adequate by him for experiment and demonstration purposes, but in any event not later than 10 years from the enactment of this legislation. Appropriations of \$5 million were authorized for the construction of demonstration plants, together with such additional sums as might be necessary for their operation and maintenance and for conducting the authorized program. All authority of the Secretary under this legislation (except the authority to operate and maintain any demonstration plants constructed thereunder) was to expire 5 years after the date of enactment of the legislation.

HOUSE AMENDMENT

The House amendment also provided for an accelerated program of producing a safe and wholesome fish protein concentrate suitable for human consumption.

Under the House amendment, the Secretary of the Interior was authorized to construct, or lease, not more than one demonstration plant, but he could not construct or lease any plant until the Secretary of Health, Education, and Welfare shall have certified that fish protein concentrate produced from whole fish complies with the provisions of the Federal Food, Drug, and Cosmetic Act. All contracts for the operation or maintenance of such plant were required to include a clause permitting the Comptroller General of the United States to examine all pertinent books and records of the contractor (or any of his subcontractors) until the expiration of a period of 3 years after final payment under the contract. The Secretary was required to dispose of the plant as soon as practicable after the expiration of a period of time deemed adequate by him for experiment and demonstration purposes. Under the House amendment, the effect of this provision was to require disposal not later than 5 years after enactment of the legislation. Appropriations of \$1 million were authorized for the construction or lease of the plant. Also authorized were appropriations of not to exceed \$285,000 per year (for 5 years) for operation and maintenance of the plant, and not to exceed \$835,000 per year (for 5 years) for all other expenses incurred in conducting the authorized program. All authority of the Secretary under the House amendment was to expire 5 years after the date of enactment of the legislation.

CONFERENCE SUBSTITUTE

The substitute agreed to in conference follows closely the provisions of the House amendment, with the following modifications:

1. The Secretary of the Interior is authorized to construct one experiment and demonstration plant and to lease one additional plant.

2. Appropriations (to remain available until expended) are authorized as follows: not to exceed \$1 million for the construction of one plant and not to exceed \$1,555,000 annually for a period of 5 fiscal years (beginning with the fiscal year 1968) for leasing one additional plant, for operation and maintenance of both plants, and for all other expenses incurred in conducting the authorized program. Included in the authorization modification is a provision making it clear that this legislation does not in any way affect the Secretary's authority to carry on fish protein concentrate research under any other provision of law.

ALTON LENNON,
HARLAN HAGEN,
THOMAS N. DOWNING,
THOMAS M. PELLY,
HASTINGS KEITH,

Managers on the Part of the House.

HOUSE

Oct 19, 1966

13. APPROPRIATIONS. Received the conference report on H. R. 18119, the State, Justice, and Commerce appropriation bill (H. Rept. 2325). pp. 26602-3
14. PERSONNEL. Concurred in the Senate amendments to H. R. 16114, to correct inequities with respect to the determination of basic compensation of Federal employees. This bill will now be sent to the President. p. 26603
Rep. Nelsen expressed a hope that the Commission on Political Activity of Government Personnel will consider the "double standard for enforcement which...divides that enforcement between the Civil Service Commission and the employing agency," etc. p. 26723
15. FISH PROTEIN. Agreed to the conference report on S. 2720, authorizing the Interior Department to develop practicable means for production of fish protein concentrate. This bill will now be sent to the President. p. 26638
16. RIVERS-HARBORS; FLOOD CONTROL. Passed as reported H. R. 18233, the rivers and harbors and flood control bill. pp. 26638-59
17. WATER. Passed, 196-79, with amendment S. J. Res. 167, to enable the U. S. to organize and hold an International Conference on Water for Peace in the U. S. in 1967. pp. 26661-5
18. FOREIGN TRADE. Agreed to without amendment H. Res. 1043, to provide for a study by the Banking and Currency Committee of various matters relating to trade with Europe. pp. 26672-3
19. DIET FOODS. Rep. Morris criticized the new Food and Drug Administration's regulations and standards regarding dietary supplements and vitamin and mineral fortified foods. pp. 26706-7
20. SOIL CONSERVATION. Rep. Natcher commended SCS and inserted the speech by Don Williams, "Conservation, Land Use and Recreation." pp. 26714-8
21. SURPLUS PROPERTY. The Government Operations Committee submitted a report, "Evaluation of the donable surplus property program" (H. Rept. 2319). p. 26739
22. EDUCATION. Received the conference report on H. R. 14644, to extend and amend the Higher Education Facilities Act of 1963 (H. Rept. 2326). p. 26739

ITEMS IN APPENDIX

23. BANKING; LOANS. Sen. Robertson inserted an article, "The Federal Home Loan Bank Board in Retrospect." pp. A5393-4
24. INFLATION. Insertion by Sen. Thurmond, "Cant Have Guns, Butter, and Fat." p. A5397
25. LEGISLATIVE RECORD. Rep. Brademan inserted his report on the achievements of the 89th Congress. A5400-2

26. TEXTILES. Rep. Whitener inserted an article, "Foreign-Country Subsidies Imperil U. S. Yarn Output." pp. A5403-4
27. TOBACCO. Extension of remarks of Rep. Morton commending and inserting an article analyzing "the problems facing Maryland tobacco in the export trade." p. A5408

BILLS INTRODUCED

28. RESEARCH. H. R. 18475 by Rep. Hagen, Calif., to amend the Agricultural Marketing Act of 1946 to provide that where matching funds are required of a State for research projects, the State may use in addition to its own funds, funds made available to the State by any Federal or State marketing order administrative committee; to Agriculture Committee
29. RECLAMATION. H. R. 18481 by Rep. Waldie, to authorize the Secretary of the Interior to construct, operate, and maintain the Kellogg unit, Delta division, Central Valley project, California; to Interior and Insular Affairs Committee.

BILLS APPROVED BY THE PRESIDENT

30. RESEARCH. H. R. 16559, to authorize the establishment of programs of education, training, and research in the marine sciences. Approved Oct. 15, 1966 (Public Law 89-688).
S. 3460, to authorize the Secretary of the Interior to enter into contracts for scientific and technological research. Approved Oct. 15, 1966 (Public Law 89-672).
31. APPROPRIATIONS. H. R. 17788, the foreign aid appropriation bill, 1967. Approved Oct. 15, 1966 (Public Law 89-691).
H. R. 17787, the public works appropriation bill, 1967. Approved Oct. 15, 1966 (Public Law 89-689).
H. R. 15941, the defense appropriation bill, 1967. Approved Oct. 15, 1966 (Public Law 89-687).
32. GIFTS; DECORATIONS. S. 2463, to grant the consent of Congress to the acceptance of certain gifts and decorations from foreign governments. Approved Oct. 15, 1966 (Public Law 89-673).
33. BALANCE OF PAYMENTS. S. 801, to improve the balance-of-payments position of the U. S. by permitting the use of reserved foreign currencies in lieu of dollars for current expenditures. Approved Oct. 15, 1966 (Public Law 89-677).
34. BANKS. S. J. Res. 153, to provide for the striking of medals in commemoration of the fiftieth anniversary of the Federal land bank system in the U. S. Approved Oct. 15, 1966 (Public Law 89-679).
S. 3158, to strengthen the regulatory and supervisory authority of Federal agencies over insured banks and insured savings and loan associations. Approved Oct. 16, 1966 (Public Law 89-695).
35. HEMISFAIR. H. R. 15098, to amend Public Law 89-284 relating to U. S. participation in the HemisFair 1968 Exposition in San Antonio, Texas, in 1968. Approved Oct. 15, 1966 (Public Law 89-685).

formation in all promotional literature or advertising.

Authority was placed in the Secretary of the department in which the Coast Guard is operating to inspect all such passenger vessels, whether foreign or domestic, and to deny clearance from a U.S. port with American passengers if found to be "unsafe." The Senate version also contained a specific provision to require the upgrading of safety standards on American passenger vessels built before 1936.

In conference the conferees agreed to a substitute text which follows closely the provisions of the Senate amendment.

The principal point at issue was the provision in section 1 of the Senate amendment under which the Coast Guard would have been directed to prohibit the departure from a U.S. port of any vessel which it found to be unsafe.

In view of the extensive changes in the Senate version and various relevant events which have occurred in the past year, the committee held a further hearing on this legislation by way of an advisory to the House conferees. The above mentioned provision was stated by the Coast Guard to be virtually impossible to properly implement, and condemned by the State Department as an infringement of our treaty obligations.

The committee of conference agreed that this requirement, which provided no criteria or standards, was vague and unsatisfactory, and might result in the violation by the United States of treaties to which it is signatory.

In lieu of the above provision in the Senate version the conference substitute would prohibit the departure from a U.S. port of certain foreign or domestic passenger vessels "if the Secretary of the department in which the Coast Guard is operating finds that such vessel does not comply with the standards set forth in the International Convention for the Safety of Life at Sea, 1960, as modified by the amendments proposed by the 13th session of the Maritime Safety Committee of the Intergovernmental Maritime Consultative Organization—IMCO—contained in annexes I through IV of the "Note Verbale of the Secretary General of the Organization," dated May 17, 1966, No. A1/C3.07 (NV. 1).

This language, which was suggested by the Coast Guard, recognizes the present International Convention for the Safety of Life at Sea, 1960, to which the United States is signatory, and further provides that compliance with the law will require the vessel to meet the additional standards adopted by the Maritime Safety Committee of the Intergovernmental Maritime Consultative Organization in May of 1966. These additional standards would require substantial improvements with respect to fire safety applicable to both existing ships and ships built in the future. The additional standards would eliminate the effects of the so-called "grandfather clause" which has heretofore excused vessels built prior to the adoption of a safety convention from compliance with the full requirements of such convention. In addition, the proposed new standards would require both existing and new vessels to

adopt improvements not presently required by the current Safety Convention of 1960.

Mr. Speaker, I urge adoption of the conference report.

Mr. PELLY. Mr. Speaker, I rise in support of my colleagues on our Committee on Merchant Marine and Fisheries in urging favorable action upon the conference report on H.R. 10327.

This conference report represents an initial and significant step toward providing protection for the many thousands of American citizens who annually travel on passenger ships. Most significantly, it requires that each prospective passenger be notified of the safety standards with which a foreign or domestic passenger vessel complies or does not comply in a manner prescribed by the administering agency, the U.S. Coast Guard. It is the intention of the conferees that this notice will be furnished such prospective passengers in clear and plain language so as to enable the average citizen to judge whether or not the vessel is safe or unsafe.

Mr. Speaker, it is unfortunate that our distinguished colleague from California, and the ranking minority member of our committee, was unable to be present at this time, since he was the initial author and sponsor of legislation in this area, having introduced a bill on the subject as early as January 1965. Therefore, I request permission for my distinguished colleague, the Honorable WILLIAM S. MAILLIARD, to revise and extend his remarks at this point in the RECORD.

The SPEAKER. Is there objection? There was no objection.

Mr. MAILLIARD. Mr. Speaker I wish to join with my distinguished colleagues on the committee of conference on the bill, H.R. 10327, in urging that the conference report be adopted by the House.

You will recall that in October of last year, the House passed the bill, H.R. 10327, to require operators of ocean cruises from U.S. ports to file certain evidence of financial security and other information. The principal effect of the earlier House-passed bill was to require financial responsibility by cruise operators to insure indemnification for non-performance by the ocean cruise. It did not meet the real problem which has been of concern to me by requiring substantial and reasonable compliance of foreign-flag cruise ships to higher American vessel safety standards. I made mention of this disappointment when we considered this bill in October of last year, but recognized that it was the best we could hope to accomplish at that time in view of the unanimity of opposition by administration witnesses and those representing foreign-flag operators to such increased safety standards.

Subsequent to passage by the House in October of 1965 of H.R. 10327, there were several fires experienced aboard foreign-flag ships which engaged in the cruise trade originating from U.S. ports. The first such incident occurred within 1 month after the passage by the House of H.R. 10327 when the Panamanian-flag cruise ship, *SS Yarmouth Castle*, operating out of Miami, Fla., caught fire and

sank in November 1965 with a loss of some 90 lives. The second occurrence was in April of this year when the cruise ship *MS Viking Princess*, caught fire, but fortuitously did not involve any loss of life. The third incident occurred only last month, when the German passenger ship, *SS Hanscatic*, which had been employed earlier in our cruise trade caught fire at its pier in New York only hours before passengers were to board for a transatlantic voyage.

Spurred by this demonstrated need for Federal legislation, the administration reversed its prior opposition and submitted three recommendations which were incorporated in the bill as passed by the Senate. These three recommendations include:

First, a requirement of evidence of financial responsibility to pay for personal injury or death;

Second, a disclosure or advertising provision requiring notice to the traveling public of the fire safety standards of the vessel but which the conference broadened to include all safety standards; and

Third, the upgrading of safety standards on two American vessels operating in domestic waters.

The conference report now under consideration also broadens the concept of the original House bill by making its provisions applicable to all passenger vessels of a specified class and does not limit it solely to vessels engaged in ocean cruises.

While the bill still fails to meet the problem which has been of particular concern to me over the past several months by improving safety standards on foreign-flag cruise ships operating out of our ports, it does represent a major and constructive step forward.

Congressional leadership and activity has had a salutary effect upon upgrading the international safety standards for all passenger ships. This is being accomplished through the committees of the International Maritime Consultative Organization, and it is hoped that the recommended improvements will be adopted by the organization by the end of this year. It was in recognition of this progress on an international level that the managers on the part of the House offered a substitute text for the safety provision of the Senate-passed bill relating it to these international recommendations for improved vessel safety and making them effective on the date such recommendations come into force but in no event later than November 2, 1968.

It is the hope of the conferees that this legislation will serve to provide some measure of much-needed protection to unwary members of the American traveling public. It is also hoped that in implementing the disclosure provision concerning the safety standards of vessels, the administering agency, the U.S. Coast Guard, will require that notice of such safety standards be given in clear and plain language, so that the average member of the American public who is without knowledge of the technicalities of ship construction will be able to readily ascertain whether or not the vessel on

which he is about to embark is operating in a safe condition.

Accordingly, in the interest of serving the thousands of our fellow citizens who annually travel on passenger ships, I urge that this conference report on H.R. 10327 be adopted.

Mr. DOWNING. Mr. Speaker, I move the previous question on the conference report.

The previous question was ordered.
The conference report was agreed to.

GENERAL LEAVE TO EXTEND

Mr. DOWNING. Mr. Speaker, I ask unanimous consent that all Members may have 5 legislative days in which to extend their remarks on the conference report agreed to.

The SPEAKER pro tempore. Is there objection to the request of the gentleman from Virginia?

There was no objection.

FISH PROTEIN CONCENTRATE

Mr. DINGELL. Mr. Speaker, I call up the conference report on the bill (S. 2720), to authorize the Secretary of the Interior to develop, through the use of experiment and demonstration plants, practicable and economic means for the production by the commercial fishing industry of fish protein concentrate, and ask unanimous consent that the statement of the managers on the part of the House be read in lieu of the report.

The Clerk read the title of the bill.

The SPEAKER. Is there objection to the request of the gentleman from Michigan?

There was no objection.

The Clerk read the statement.

(For conference report and statement, see proceedings of the House of October 17, 1966.)

Mr. PELLY. Mr. Speaker, I wish to join with my distinguished colleagues on our Committee on Merchant Marine and Fisheries in urging favorable consideration by the House of the conference report on S. 2720.

The purpose of this legislation is to inaugurate an accelerated program of producing a safe and wholesome fish protein concentrate suitable for human consumption. This is to be accomplished by vesting in the Secretary of the Interior authority to develop through the use of experiment and demonstration plants practicable and economic means for the production by the commercial fishing industry of fish protein concentrate.

The development of this product will assist immeasurably in the battle against malnutrition, which is one of the most serious problems of the overpopulated and underdeveloped countries of the world. It is estimated, for example, that over one-half of the children borne throughout the world each year die before they are 5 years old, because they do not get enough of the right foods to eat. There is not enough protein in their diets to enable them to grow into strong, healthy children able to withstand the diseases and hardships of life in the developing areas of Africa, Asia, and Latin America.

In view of the potential growth of the world demand for fish and the tremendous expansion which ensuing production of fish protein concentrate means for the fishing industry of the United States, and especially the Pacific Northwest, we can look to an increasing reliance on marine products such as fish protein concentrate to meet the food needs of future generations, and most important for today's children to improve their present diet.

Accordingly, I strongly urge that my colleagues in the House act favorably upon the conference report on S. 2720.

Mr. SPRINGER. Mr. Speaker, fish protein concentrate has already been in existence for more than 10 years. This process was invented by Ezra Levin and the VioBin Corp., of Monticello, Ill., a long time ago. The Federal Government now is attempting to take over the production of fish protein concentrate and essentially to duplicate a process already founded by Mr. Levin. If there was ever an example of Federal interference in the field of private enterprise, this one is the worst.

The Bureau of Commercial Fisheries has already expended \$7,740,000 by the end of this fiscal year. But what about Mr. Levin's process?

Mr. Speaker, Mr. Donald L. McKernan, Director of the Bureau of Commercial Fisheries, in testifying before the Senate Appropriations Committee, told Chairman HAYDEN as follows:

There are a number of companies that have shown a good deal of interest and there is one company, the VioBin Corporation, which has developed a product.

If the VioBin Corp. has already developed such a process, why is it necessary in this bill to appropriate \$1 million for the construction of an experiment and demonstration plant and in addition to appropriate \$1,555,000 annually for the next 5 years for further leasing and maintenance of experiment and demonstration plants?

Mr. Levin has offered to build a plant any place in the world with the cooperation of any underdeveloped country that needs this help. Mr. Levin is one of the most dedicated and philanthropic persons that I know. He has repeatedly offered to cooperate with this Government or any other government in any part of the world in making his process available without cost to the underdeveloped countries.

Mr. Speaker, nothing more could be asked of either Mr. Levin or the VioBin Corp. in this great field. There is no doubt that fish protein concentrate is needed throughout the world, as has been expressed by such organizations as the Agency for International Development, the United Nations Children's Fund, the World Health Organization, and the Food and Agricultural Organization of the United Nations. This appropriation is not needed. There is in existence a process for accomplishing all of the purposes for which fish protein concentrate is needed.

Before a vote is taken on the legislation I want to be sure that the House is alert to the fact that private enterprise has developed a process which is ade-

quate and that the process is available in any part of the world to any country which wants to undertake the manufacture of fish protein concentrate to feed the hungry people that so badly need it. This appropriation is not in the public interest and it ought to be defeated.

Mr. DINGELL. Mr. Speaker, I move the previous question on the conference report.

The previous question was ordered.
The conference report was agreed to.

GENERAL LEAVE TO EXTEND

Mr. DINGELL. Mr. Speaker, I ask unanimous consent that all Members have 5 legislative days to extend their remarks on the conference report just agreed to.

The SPEAKER. Is there objection?
There was no objection.

RIVERS AND HARBORS, BEACH EROSION CONTROL, FLOOD CONTROL, AND RELATED PURPOSES

Mr. PEPPER. Mr. Speaker, by direction of the Committee on Rules I call up House Resolution 1053 and ask for its immediate consideration.

The Clerk read the resolution, as follows:

H. RES. 1053

Resolved, That upon the adoption of this resolution it shall be in order to move that the House resolve itself into the Committee of the Whole House on the State of the Union for the consideration of the bill (H.R. 18233) authorizing the construction, repair, and preservation of certain public works on rivers and harbors for navigation, flood control, and for other purposes, and all points of order against said bill are hereby waived. After general debate, which shall be confined to the bill and shall continue not to exceed two hours, to be equally divided and controlled by the chairman and ranking minority member of the Committee on Public Works, the bill shall be read for amendment under the five-minute rule. At the conclusion of the consideration of the bill for amendment, the Committee shall rise and report the bill to the House with such amendments as may have been adopted, and the previous question shall be considered as ordered on the bill and amendments thereto to final passage without intervening motion except one motion to recommit.

The SPEAKER. The gentleman from Florida is recognized for 1 hour.

Mr. PEPPER. Mr. Speaker, I yield 30 minutes to the gentleman from Ohio, Mr. LATTA, and to myself such time as I shall consume.

Mr. Speaker, House Resolution 1053 provides an open rule, waiving points of order, with 2 hours of general debate for consideration of H.R. 18233 authorizing the construction, repair, and preservation of certain public works on rivers and harbors for navigation, flood control, and for other purposes.

The urgency of proceeding with water resource development is highlighted by the performance of completed projects similar to those included in this bill. Navigation improvements continue to set new records in the handling of the commerce of the United States—1,264 million tons moved in 1965, an increase of 2.1 percent over 1964. Flood-control



Public Law 89-701
89th Congress, S. 2720
November 2, 1966

An Act

To authorize the Secretary of the Interior to develop, through the use of experiment and demonstration plants, practicable and economic means for the production by the commercial fishing industry of fish protein concentrate.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That the Secretary of the Interior is authorized to conduct, and through grants to and contracts with public and private agencies to promote studies, research, and experiments designed to develop the best and most economical processes and methods to reduce fish which are in abundant supply and which are not now widely sought after for human food to a nutritious, wholesome, and stable fish protein concentrate, as well as to conduct food technology and feasibility studies with respect to such products.

SEC. 2. (a) The Secretary is also authorized to construct not to exceed one experiment and demonstration plant for the production of a fish protein concentrate and to acquire by lease one additional plant for such purpose. Such plants shall be designed to demonstrate the reliability and practicability and the economic, engineering, and operating potentials of the processes and methods to reduce fish to fish protein concentrate. Such plants shall be located in such geographical areas as the Secretary determines will demonstrate optimum feasibility from the standpoint of operation, maintenance, and economic potential. The Secretary of the Interior shall not commence construction of or lease any plant pursuant to the provisions of this Act until the Secretary of Health, Education, and Welfare shall have certified that fish protein concentrate produced from whole fish complies with the provisions of the Federal Food, Drug, and Cosmetics Act.

(b) The Secretary may operate and maintain or contract for the operation and maintenance of such plants. Each operation and maintenance contract shall provide, in addition to such terms and conditions as the Secretary deems desirable, for the compilation by the contractor of complete records, including cost data, with respect to the operation, maintenance, and engineering of the plants. The records so compiled shall be made available to the public and to the Congress by the Secretary at periodic and reasonable intervals. Access by the public to the plants shall be assured during all phases of their operation subject to such reasonable restrictions as to time and place as the Secretary may require or approve.

(c) All contracts entered into pursuant to subsection (b) of this section shall include a clause to the effect that the Comptroller General of the United States or any of his duly authorized representatives shall until the expiration of three years after final payment have access to and the right to examine any directly pertinent books, documents, papers, and records of the contractor or any of his subcontractors engaged in the performance of and involving transactions related to such contracts or subcontracts.

(d) Each plant constructed or leased under this Act, and its equipment, upon the expiration of a period deemed adequate by the Secretary for experiment and demonstration purposes, shall, as promptly as practicable, be disposed of in accordance with the applicable provisions of the Federal Property and Administrative Services Act of 1949, as amended.

(e) The Secretary may acquire lands or interests therein, patents, licenses, technical data, inventions, secret processes, supplies, and

Fish protein
concentrate.
Studies.

Demonstration
plant.

80 STAT. 1089
80 STAT. 1090

52 Stat. 1040.
21 USC 301.

Contracts.

Access to
records.

Disposition.

63 Stat. 377.
40 USC 471
note.

Appropriation.

equipment by purchase, license, lease, or donation to carry out the provisions of this section.

SEC. 3. There is authorized to be appropriated not to exceed \$1,000,000 for the construction of one experiment and demonstration plant. There is also authorized to be appropriated not to exceed \$1,555,000 annually for a period of five fiscal years, beginning with the fiscal year 1968, for the leasing of one additional experiment and demonstration plant, for the operation and maintenance of experiment and demonstration plants leased or constructed under this Act, and for conducting the program authorized by this Act. Sums appropriated under this section are authorized to remain available until expended. Nothing in this Act shall be construed to amend, repeal, or otherwise modify the authority of the Secretary of the Interior to carry out fish protein concentrate research under any other provision of law.

Expiration.

SEC. 4. The Secretary shall cooperate with public and private agencies, organizations, institutions, and individuals in carrying out the program authorized by this Act.

SEC. 5. The authority of the Secretary under this Act shall expire at the expiration of five years from the date of enactment of this Act.

Approved November 2, 1966, Anchorage, Alaska.

LEGISLATIVE HISTORY:

HOUSE REPORTS: No. 2165 accompanying H. R. 14699 (Comm. on Merchant Marine & Fisheries) and No. 2290 (Comm. of Conference).

SENATE REPORT No. 1304 (Comm. on Commerce).

CONGRESSIONAL RECORD, Vol. 112 (1966):

June 27: Considered and passed Senate.

Oct. 3: Considered and passed House, amended, in lieu of H. R. 14699.

Oct. 14: Senate agreed to conference report.

Oct. 19: House agreed to conference report.

